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ABSTRACT

This is a congressional hearing on the topic of adult education and proposed amendments to Public Law 97-377, the Adult Education Act. Testimony includes statements from individuals representing the United States Department of Education; director of adult education, Sheehan High School, Wallingford, Connecticut; American Association for Adult and Continuing Education; National Advisory Council on Adult Education; Providence Adult Education Program, Rhode Island; Braddock Community Center, Fairfax, Virginia; Adult Education Program, Philadelphia, Pennsylvania; director of adult basic education, Alabama State Department of Education; and director of the division of adult and community education, Indiana State Department of Public Instruction. (YLB)

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REAUTHORIZATION OF THE ADULT EDUCATION ACT, 1984

ED247459

HEARING

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

SECOND SESSION

ON

THE PROPOSED AMENDMENTS TO PUBLIC LAW 97-377, THE ADULT EDUCATION ACT, AND ITS REAUTHORIZATION

MARCH 20, 1984

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REAUTHORIZATION OF THE ADULT EDUCATION ACT, 1984

TUESDAY, MARCH 20, 1984

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:08 a.m., in room SD-562, Dirksen Senate Office Building, Senator Robert T. Stafford (chairman of the subcommittee) presiding.

Present: Senators Stafford, Quayle, and Pell.

OPENING STATEMENT OF SENATOR STAFFORD

Senator STAFFORD. The Subcommittee on Education, Arts and Humanities will please come to order.

I think as the first order of business, the chairman and the ranking member of this committee, will have to confess that as creatures of habit we went, at 10 o'clock to our normal meeting room for this committee only to find another meeting in progress, and the chairman of the full committee somewhat horrified on the thought that possibly two committees were going to attempt to meet in that committee room at once.

But in any event, we apologize to our witnesses. That is what caused us to be a little bit late.

Today, the Subcommittee on Education, Arts and Humanities is meeting to hear testimony on the topic of adult education and proposed amendments to Public Law 97-377, the Adult Education Act.

Adult education is an issue of increasing importance to the well-being of this Nation. It recently has become a focus of heightened public attention. In the 1983 report by the National Commission on Excellence in Education, "A Nation at Risk," we find that some 23 million American adults, or one in every five, are functionally illiterate as defined by the simplest test of everyday reading, writing, and comprehension.

Adult illiteracy is found in every segment of society. Close to 1 million teenagers drop out of high school each year. Refugees and immigrants with little or no facility with the English language are entering the United States at an accelerating rate. As a result, the annual cost of illiteracy to the Federal Government in the form of welfare programs and unemployment compensation has been estimated at over $6 billion. The actual figure may be much higher, and this estimate does not even include those tax revenues lost by the Government as a result of increased unemployment. In light of

the fact that 75 percent of all Americans out of work today have inadequate reading and writing skill, any efforts we can make to reduce this problem are clearly in the Nation's best interest.

I would like to take this opportunity to commend the President for his role in helping to increase this Nation's awareness of exactly how desperate this problem is. The administration also is to be commended for its valuable efforts to combat illiteracy through cooperation with the private sector. It is this Senator's intention to embrace, in large part, the recommendations of the administration set forth in its proposed bill.

At this time, I would like to introduce today's witnesses. I am particularly honored, as the subcommittee is, that Secretary Bell is our first witness. Also the subcommittee would like to extend an exceptionally warm welcome to our first panel, a group of adult education students and teachers: Sister Teresa Murtha, who has devoted many hours to teaching and organizing adult education students; Ms. Naomi Yates, a GED recipient in Virginia; and Ms. Cynthia Parker, an adult education student from Philadelphia. Following this panel we will hear from State and local program directors, who will offer another view of this program. They will discuss particular problems confronting their State programs.

Finally, I want to welcome two individuals, Dr. Eyre and Mr. Ventura, who have an important national vantage point from which to discuss this issue.

Senator Pell, do you have an opening statement?

Senator PELL. Thank you very much, Mr. Chairman, and I thank you for conducting this morning's hearing on the Reauthorization of the Adult Education Act. I would like to express my own appreciation for the administration's effort to highlight the significant problems we face in the area of adult illiteracy.

It is shocking that we have approximately 26 million illiterate adults in our country. The administration is to be commended for its effort in publicizing this statistic and drawing public attention to the severity of the problem.

I am disappointed, though, that the administration has not also favored an increase in funds for adult education. I personally have been a strong advocate of this program since its inception in 1966, because it is one of the most beneficial, cost effective education programs. It has enabled new immigrants to learn English, gain instruction at reading, writing and computing. It has helped Indians, refugees, and bilingual adults to enter the workplace with a proficiency in basic skills they lacked. It has helped millions of adults to improve their employment status.

To my mind, the real strength and wealth of our Nation is the sum total of the education and the character of her people. In this regard, I can think of no better investment than in the education of the illiterate or the functionally illiterate. Moving such a population from functional illiteracy to an eighth grade level and beyond is obviously a benefit to us in society.

I would like to thank the witnesses for coming here this morning. I look forward to their testimony. I must apologize for leaving shortly, because my other committee—the Foreign Relations Committee—is also considering El Salvador which is a contentious

issue. This matter will probably take all day and I will not be able to stay, but look forward to examining the testimony.

I would like, at this moment, to particularly welcome Sister Theresa Murtha, who is Director of the Providence, RI, Adult Learning Center. She is also a member of the National Council on Adult and Continuing Education and vice chair of the Rhode Island Council of Public School Education Directors.

We, in Rhode Island, are particularly proud of the work she has done with adults, immigrants, and refugees, and at the risk of embarrassing her, I would like to mention that she has been known as one of the most loving people in a position where the spirit of love and a belief that a student can succeed motivates the pupils to do well in their basic skills program.

We are very lucky to have her. I am sorry if I am not here when she actually speaks. I particularly want to welcome Secretary Bell with whom I have enjoyed working these past several years.

Senator STAFFORD. Thank you very much, Senator Pell.

At this point we will enter Senator Quayle's opening statement into the record as he was detained for a short time and will be joining us later.

OPENING STATEMENT OF SENATOR QUAYLE

Senator QUAYLE. I want to thank the Chairman, my good friend from Vermont, for holding this hearing today on an important law that provides hope and skills to millions of Americans a year. The Adult Education Act, enacted in 1965, has served over 10 million adults, and programs exist in every State and the territories.

This act provides these adults with skills basic to success in our society. We here today take for granted our ability to read and write. But there are millions of Americans who can neither read nor write, and 23 million Americans who are functionally illiterate and lack the basic reading and writing skills to live and compete in our complex world.

Imagine what your life would be like not being able to read. Imagine the life of a delivery man who had to find delivery locations my matching up the letters of the street address with the letters on the street signs. In one case, this man had to drive around for 3 days to find the street sign that matched the sequence of letters written on the package, all because he couldn't read a map and because he was too embarrassed to admit that he couldn't read. That man knew that he had to keep up his elaborate facade or he would lose his job. There are more people than we think in this situation—out of the mainstream—living with their secret. They are unemployed frequently, but more often they are underemployed, as well as cut off from hundreds of other activities such as reading a book to a child, helping with homework, reading a recipe or, more importantly, reading labels and directions on food and medicine products.

The adult education programs in my State of Indiana served a total of 25,520 people in 1982-83. Of these, 4,200 achieved GED's, almost 2,000 got jobs as a direct result of their training, over 1,000 more got better jobs and 500 were removed from welfare. Many

thousand others accomplished the goals they set for themselves or achieved an eighth grade proficiency.

The adult education programs are sensitive to the needs of the client and they are accessible. In Indiana programs are conducted in schools, State hospitals, agencies for handicapped adults and in libraries during the day and the evening; a van has been used to reach isolated rural clients in southwest Indiana; and one program in a city with high unemployment enrolled some 200 adults in a GED program at the request of the local industry.

The Adult Education Act provides States with flexibility to carry out these programs and Federal dollars to help combat the problem of illiteracy. I also want to applaud the President and the Secretary of Education for attracting attention to this problem through their initiative on adult illiteracy and I am pleased that the administration has sent up their reauthorization bill showing their continued support for these programs.

Mr. Chairman, I support the reauthorization of the adult education programs and look forward to working with you on speedy passage of a bill to do so. Thank you again for holding this hearing. I look forward to hearing from our witnesses.

Senator STAFFORD. Now, Mr. Secretary, we would be very happy to hear from you. We have your printed statement, and we will say proceed however you may wish. Summarize it and we will place it all in the record or read it, whichever you wish.

STATEMENT OF HON. T.H. BELL, SECRETARY, U.S. DEPARTMENT OF EDUCATION, ACCOMPANIED BY DR. ROBERT M. WORTHINGTON, ASSISTANT SECRETARY FOR VOCATIONAL AND ADULT EDUCATION; AND PAUL V. DELKER, DIRECTOR, DIVISION OF ADULT EDUCATION SERVICES, U.S. DEPARTMENT OF EDUCATION

Secretary BELL. Mr. Chairman, I will just summarize the statement. It is only 4½ pages long, but I will even be more brief than that so we can get right to your questions.

I would like to explain the objectives of the administration's proposed legislation, and then Dr. Worthington, our Assistant Secretary for Vocational and Adult Education, and Dr. Paul Delker, who is the Director of Adult Education and I will respond to questions.

Over the last several years, we have had annually about 2,200,000 adults in this program. It is interesting to note that since 1972 when 26 percent of the funding came from State and local sources that we now, find, as of 1982, the State contribution up to 55 percent of the funding. This shows how the Federal money and the encouragement and the national leadership on this program have been successful.

As the chairman indicated in his opening statement, we do have a President's Adult Illiteracy Initiative with a lot of emphasis on private sector support in solving the adult literacy problem, and we have a number of prominent companies and corporations and a significant number of colleges and universities that are helping us in this effort.

The principal purpose of the legislation that we have proposed is to permit greater State and local flexibility over the use of funds, and at the same time, insure that the major focus of the program continues to be basic literacy for adults.

Other purposes of our bill are to increase the involvement of the private sector in the delivery of adult education services and to permit the Department to collect data that we need on program operations and to give this subcommittee, Mr. Chairman, information that you'll be asking about in the years ahead.

Just a few items about our bill, then I will be through here. First of all, we are proposing to delete the requirements that have been on the books for years that States use no more than 20 percent of their grant money to serve the institutionalized adults.

This is a bit of a redundancy because the average is only 5 percent, and the cap is really not necessary. So to remove this prohibition is a bit of legislative housecleaning since it is not necessary and does not need to be in the statute.

Then we would like to remove the provision that at least 10 percent of the grant money be for demonstration projects and for teacher training, to give the States more flexibility in utilizing their funds; and again, we do not feel that removal of that requirement is a problem.

We think the more we can leave latitude for decisions to the State and local levels, the more we will be able to accommodate different conditions among all of our 50 States.

At the same time, we do not propose to eliminate the restriction that States use no more than 20 percent of their funds for high school equivalency programs, and the reason that we would like to leave that particular requirement there is that it insures that the dollars will be focusing upon the more needy clientele, those that are really lacking in basic literacy.

We do not want to see the program shift to where it is emphasizing high school completion to the neglect of those that cannot function in a literate way, which ought to be the prime requirement.

We would also propose in our bill that we amend the law that defines an adult for purposes of participating in the program. That definition is now any person who has attained the age of 16 and who is out of school.

There are four States that have a compulsory attendence law lower than that. Mississippi is down at only 13. And Maryland, Louisiana, and Arkansas have age 15. We would like to see the program serve dropouts who are below the compulsory attendance age law and might be needing these services.

So we think that if we amend that definition so that it comports with whatever the State's compulsory attendance age is, we would have a better provision in our statute.

The additional changes provided in the bill are intended to strengthen our adult literacy effort on the national level. I sense, Mr. Chairman, a need for a small amount of discretionary money to serve some nationwide and some national needs, and so we have, in the bill, a proposal for a set-aside not to exceed 5 percent for doing demonstration projects, doing more research.

I might point out to the chairman that the University of Texas study that defined functional illiteracy and gave us the numbers

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and the index for estimating adult illiterates is quite a bit out of date. We do not have the discretionary funds now to update that need.

We also think that for a small amount of money, we can stimulate more industry—education partnerships. So we would like to have a small and limited fund for national priorities and national demonstration projects.

I might also emphasize, Mr. Chairman, that we think the potential of computers and computer software in this area is great, and we would like to have a small amount of money to help in the development of the technology to meet the needs of adult illiterates.

So that is the reason for our proposal that we have a small 5-percent set-aside for national priorities.

I would emphasize that the bill will also amend the requirements of the State plan to clarify the Department of Education's authority to collect data on students, programs, and expenditures so that we can provide you more information and give more reliable reports on the progress that is being made.

I would also emphasize that we propose some minor changes in the State allocation formula in order to get a more equitable allocation to the outlying areas and territories.

Some of our outlying territories under the formula get about a $15 to $16 per capita allocation contrasted to the nationwide average of about $1.63. We think we ought to shift that a bit to make it a little bit more in line with serving adults wherever they might be.

We would like to amend the statute on State advisory councils. We think there is a little bit too much redtape there now, and we would also like to repeal some unfunded and unneeded authorizations that are in the bill that relate to elderly and adult immigrants. They can participate in the program at State discretion, and these are program areas that have not been funded for a long time.

We also propose to eliminate the State matching and maintenance of effort requirements since they really have not been very meaningful, and the average State match exceeds 10 percent by a considerable amount.

I will touch on another point Mr. Chairman, and then I will be through. There has been some discussion about the authorization level. Our proposal would have an authorization level of $100 million for 1985 and then such sums as necessary after that. Our budget for this year calls for $100 million, so we would like to plead that we stay by that this year during this very tight fiscal period, and then after this year that the statute read "such sums as necessary."

Another controversial area, that we think is necessary but about which we are hearing some complaint is a provision in the law that profitmaking educational institutions be permitted to participate.

I would emphasize that the money would still be under State control and under the control of State authorities, but the present law would prohibit a proprietary school, a typical business college, or a trade school, from participating in the program, and there may be some exceptional cases where that is necessary.

I would emphasize, Mr. Chairman, that we permit both these types of institutions and the adults to receive services under the student aid program, and we would like to see profitmaking educational institutions eligible to participate in providing adult education services.

I would emphasize again that we are proposing to leave all of this under the control of State authorities. They could allocate so much money there or they could allocate no money to profitmaking institutions. At the present time, the law prohibits any participation.

That, then, is a brief summary, and we are privileged to be before you to discuss the bill. We appreciate your interest and support in the legislation, Mr. Chairman, and we are ready to respond to questions.

Senator STAFFORD. Thank you very much, Mr. Secretary. It is always a pleasure to have you join this committee to help us in our deliberations, and this Senator makes no secret of his admiration of the way you have handled the Department of Education since you have been its Secretary.

It is my intention to introduce the administration's bill for the administration. By that, I do not promise that we may not make some changes in it in this committee, both fiscally and possibly otherwise, but basically we think it is a pretty good bill, and I would be very happy to see that it gets introduced.

Secretary BELL. We are well aware that we propose and you dispose, Mr. Chairman. We appreciate that. [Laughter.]

Senator STAFFORD. Well, we both have to keep an eye on David Stockman when we are thinking about that.

Secretary BELL. That is correct. [Laughter.] I might add that I am proud that this time we do not have a proposed reduction in adult education, and I am pleased that Dave gave us that kind of support.

Senator STAFFORD. I will say, Mr. Secretary, that the funding proposals for the entire educational programs of the country this year, I think, are a tribute to your own work and dedication and probably not the wishes of some members of the administration, and we salute you for the numbers that you have come up with.

In your remarks last September, Mr. Secretary, when the White House launched its adult literacy initiative, you were quoted as saying, "Functional literacy correlates highly to crime rates and it obviously relates to the great unemployment problem."

These are both very serious concerns. Would you be willing to comment further on them?

Secretary BELL. Yes. We find that most of the inmates in prisons are high school dropouts and a high number of them, a shockingly high number of them, from studies that we followed, are functionally illiterate. I think it is just obvious to all of us that in today's society those who have an inability to read at a threshold level of understanding and who do not have at least some kind of command of mathematics really are so disadvantaged that they cannot work.

We find a high correlation between unemployment and education level, and those were the points I was making in my comments.

Senator STAFFORD. The 1982 evaluation of adult education programs by your department identified 2,234,878 participants. Clearly in view of these numbers, we have an enormous task ahead of us in order to meet the needs of 23 million illiterate adults.

How does the Department of Education plan to address this gap between growing needs and available services in the future?

Secretary BELL. We are presently working to enlist the help of a significant number of our higher education institutions. Now, that may seem a little bit curious, Mr. Chairman, but we are finding that adults who are marginally literate or functionally illiterate are very, very reluctant to go to the school where the little children are to receive instruction, and it helps their self-image if they can go to a college to receive this instruction.

By capitalizing on the idealism of our college student bodies, we are finding among them a surprising readiness and willingness to provide tutoring services. Another component of our effort is a proposal that we have described before Senator Weicker's Appropriations Subcommittee to increase dramatically the work-study program. By so doing, college students who have part-time jobs, a significant number of them, could spend their work-study hours in this worthy endeavor.

We have 18 pilot institutions which have agreed to work with us this year even without the added work-study money. This is a big centerpiece of our efforts and includes some very prestigious institutions. Community colleges and others are participating, and we are finding an eagerness on the part of the colleges, a surprising eagerness, from my point of view, to respond.

Then we have been in touch with some adult literacy interest groups. We have the AOIP, the Assault on Illiteracy Program, a group of black leaders led by black ministers and other groups, and we recently held a series of workshops in the department with them. They are anxious to be responsive through their volunteer efforts and through their church organizations.

I might add that that is all the more reason why we need a small discretionary fund to lend some assistance to national groups such as this through which we get enormous assistance.

We also have companies like B. Dalton Booksellers and McGraw-Hill which are establishing foundations and assisting in this regard. I want to be careful that I do not describe some magical response occurring without the Adult Education Act appropriation. We need our $100 million appropriation this year, and I wish to emphasize that. There is an enormous need, and we cannot solve it all with volunteers, If I were to sit here and imply that, then I would not be forthright about the problem.

I think we can do an enormous amount more than we have done by investing in such sources. We have an awareness program, and we are going to have a media campaign promoting volunteer commitment. The public service endeavors of the broadcasting institutions will correlate and highlight what colleges and others are doing to promote adult literacy.

We are trying to generate a massive campaign now in this regard. It is going to be tough with our limited funds, but we want to do the very most we can with what we have.

Senator STAFFORD. Mr. Secretary, I do not know that you mentioned the number but you pretty well covered the additional questions we had in mind. We note that apparently an additional $310 million is involved in the college level work-study programs you just testified about.

Secretary BELL. Yes, sir, that is correct. We have had a bit of difficulty persuading our colleagues in appropriations to support that. I am hoping we can get it this time because it is so important to this effort.

Part of the problem is that it is related to the other campus-based programs. As the chairman knows, we have constantly wanted to get to a one-loan and one-grant and one work-study program. So it gets tied up in the controversy over that.

I hope the higher education community will not confuse the two to the point that we lose these funds. We will get a tremendous amount of service from our colleges if we can be successful.

Senator STAFFORD. Thank you very much, Mr. Secretary. You have answered the questions I had in mind. I would like to reserve, there being no objection, the right of other members of the committee who cannot be here this morning to submit a few questions if they wish to. Would that be agreeable?

Secretary BELL. Mr. Chairman, we really appreciate your sponsoring this bill for us.

Senator STAFFORD. I am glad to do it.

Secretary BELL. We will work closely with you. We know the art of the possible has to take place, and if you have to do some adjusting on our proposed bill, we want to work with you.

Senator STAFFORD. Thank you. We will see that there is cooperation here.

Secretary BELL. Very good.

Senator STAFFORD. Thank you.

[The prepared statement of Secretary Bell follows:]

Statement of

T. H. Bell, Secretary of Education

before the

Subcommittee on Education, Arts, and Humanities

Senate Committee on Labor and Human Resources

March 20, 1984

Mr. Chairman and Members of the Subcommittee:

Thank you for the opportunity to testify in support of the Administration's proposal to reauthorize, simplify, and improve the Adult Education Act. This proposal is an important part of our effort to raise the level of adult literacy in America, and I am very pleased that it has already received considerable interest and support from you and other members of the Subcommittee. Today I would like to explain the basic objectives of this legislation, outline its major provisions, and clarify the Administration's position on a few issues over which we may be in disagreement with some members of the Subcommittee. Dr. Worthington and I will then be happy to answer your questions.

Mr. Chairman, the adult education program assists adults in acquiring basic skills and in achieving secondary school equivalency. For the last several years, about 2.2 million adults have been served by the program annually. Many of these are among the Nation's most disadvantaged citizens. A decade ago adult education was mainly a Federal effort; in 1972, only 26 percent of the funding came from State and local sources. By 1982, the State and local share had increased to 55 percent. This increase in non-Federal effort has been accompanied by an expansion in the range of providers. Today adult education takes place not only in the public schools but under

the auspices of community-based organizations, churches, libraries, labor unions, and other organizations and institutions. We view both of these trends as highly desirable, and we want to see them continue.

Through the President's Adult Literacy Initiative, private sector support for adult literacy programs is being sought, and citizens across the country are being encouraged to serve as volunteers in local programs. These efforts will mean that more people will be involved in adult education and more will be served, without an increase in Federal, State or local expenditures for the program.

Our adult education reauthorization bill is also intended to strengthen the nationwide adult literacy effort. This bill is based on a belief that the adult education program is generally working well, that it addresses an important and continuing national need, and that only minor changes in the program are needed. The principal purpose of the legislation is to permit greater State and local flexibility over the use of funds, while ensuring that the major focus of the program continues to be achieving basic literacy for adults. Other purposes of our bill include increasing the involvement of the private sector in the delivery of adult education services, permitting the Department to collect basic data on program operations, and authorizing services for young adults not currently eligible for participation in the program.

I would like to describe briefly how a few of the more important proposed changes in current law would work. First of all, we are proposing to delete requirements that States use no more than 20 percent of their grant to serve the institutionalized, and that they use at least 10 percent of their grant for special demonstration projects and teacher training. We believe that decisions about the level of resources going into these activities are

best left to State and local officials. On the other hand, we do not propose to eliminate the restriction that States use no more than 20 percent of their funds for high school equivalency programs. This provision ensures that most program funds are used to provide basic literacy instruction to adult illiterates, who are the neediest clientele, and who may be more difficult to recruit and serve than the secondary-level population.

A second proposed amendment would make a minor modification in the definition of an "adult." Current law defines an adult as an individual who has attained the age of sixteen, and any "adult" who is out of school and has not completed high school is eligible to participate in the program, which clearly intends to serve younger dropouts. Our bill would change the definition of "adult" to "a person who is beyond the age of compulsory school attendance under State law." This would mean that, in those few States where the age of compulsory school attendance is below age 16, school dropouts of age 13, 14, and 15 could participate in adult education. This technical change would allow provision of needed services to dropout youth at a critical period of their lives.

Additional changes provided for in the bill are intended to strengthen our adult literacy effort at the national level. The first such provision would permit the Department to set aside up to five percent of the adult education appropriation for national programs. National research, development, and dissemination activities are authorized as a categorical program in current law, but this program has not been funded for several years. Authority to set aside funds for national programs would permit the Department to undertake such activities as establishing industry-education partnerships for adult literacy, assessing and validating educational technology and computer software designed for use in adult education, and evaluating

different methods for expanding the reach of adult education through the use of volunteers. The bill would also amend the requirements of the State plan to clarify the Department's authority to collect data on students, programs, and expenditures. This specific authority, which is not contained in current law, would simply permit us to assemble the basic information needed to assess the performance of the program in relation to program objectives and national needs.

Other amendments included in the bill would: (1) make a minor change in the State allocation formula in order to provide for a more equitable allocation to the Outlying Areas; (2) reduce current intrusive requirements relating to State advisory councils; (3) repeal unfunded and unneeded authorizations for special programs for the elderly and adult immigrants; (4) eliminate State matching and maintenanceof-effort requirements; and (5) make certain other technical changes.

Before closing, I would like to address two issues about which I believe there is some controversy. The first is the authorization of appropriations. Our bill would authorize $100 million for fiscal year 1985, the same as our budget request and also the same as the 1984 appropriation, and "such sums as may be necessary" for fiscal years 1986 through 1989. We have been asked if we could endorse a 1985 authorization at a higher level. We cannot. $100 million is a fair and sufficient 1985 budget level for adult education and we see no reason to amend the President's budget request. The request for future years may be higher or lower, but it will be decided on the basis of program needs in relation to other demands on Federal resources.

A second issue is the inclusion of for-profit entities as eligible recipients of funds under the Act. Our bill would amend current law to permit private, for-profit agencies, organizations, and institutions to carry

out adult education programs. We understand that some members of the education community would prefer that this change not be made. We strongly prefer that for-profit entities be made eligible to receive funds. In some areas of the country it may be impossible to reach needy students except through for-profit institutions. In other areas the proprietary schools may complement the efforts of other providers by reaching persons who have been left out of the other programs. In many cases, the operations of market forces may make them more responsive to local needs and more efficient in providing services. We believe that decisions on the mix of public, private non-profit, and proprietary programs to be funded should be left to State officials and should not be circumscribed by the Federal statute.

At this time Dr. Worthington and I will take your questions.

Senator STAFFORD. Now, the committee would invite the first panel. Sister Theresa Murtha, coordinator, Providence Adult Education Program of Providence, who was very nicely noted by Senator Pell. Ms. Naomi Yates, director, Braddock Community Center, Fairfax, VA, and Cynthia Parker, a student, adult education program, Philadelphia, PA.

If you will come to the witness table, we would appreciate it. One thing we never have enough of here is time. I think you have been warned that we would appreciate your summarizing your statements in 5 minutes.

In each case your full statement which has been submitted to the committee will be placed in the record as if read, and, Sister, we would hear from you.

STATEMENTS OF SISTER THERESA MURTHA, COORDINATOR, PROVIDENCE ADULT EDUCATION PROGRAM, PROVIDENCE, RI; NAOMI YATES, DIRECTOR, BRADDOCK COMMUNITY CENTER, FAIRFAX, VA; AND CYNTHIA PARKER, STUDENT, ADULT EDUCATION PROGRAM, PHILADELPHIA, PA

Sister THERESA. Thank you, Senator Stafford.

I am Sister Theresa Murtha, coordinator of Providence Adult Education in Providence, RI. I am privileged to be here to tell you about our program, most important about our students, and I represent here today all Providence residents who have been beneficiaries of our services, those who are currently enrolled and those who do not know us as yet and to whom we reach out continuously.

The Providence Adult Education Program provides instruction in adult basic education, English as a second language, and preparation for the general education development diploma. Our target population includes those 16 years of age and older who are not at-

tending school and who are uneducated, undereducated, functionally illiterate and/or of limited or no English-speaking ability.

Our goal is to teach this population and to encourage them to continue their education to completion of receipt of their high school equivalency diploma and to make available to them the means to secure training that will enable them to become more employable, productive and responsible citizens.

Providence has operated a successful program since the year of the inception of the Adult Education Act, 1965–66.

The 1980 census indicated that over 49,900 adults over the age of 18 in the city of Providence had not completed grade 11. Many of that number never did enter high school, and the number does not include the high school dropouts between the ages of 16 and 18.

The same census shows that over 28,000 Providence adults over 18 speak English poorly or not at all. Again, this does not include the 16 to 18 age bracket.

In order to reach the population most in need and in keeping with the goal and problem statement of the Rhode Island Department of Education, more than 80 percent of our students are those who have not yet attained ninth grade level or who do not speak English.

To serve these students at acceptable levels is a costly endeavor since advancement at these levels require smaller group instruction and at a greater intensity.

As recently as last month, the number of functionally illiterate students enrolled in our classes increased so that it was necessary to relieve two teachers from their classes. They were reading specialists who are now floating amidst our satellite classes to reach those students below the fourth grade reading level. We are hoping that this will enable the regular classroom teacher to work with the students above fourth grade level to move them on more quickly.

Thirty-three countries are represented among our students currently enrolled. In addition, our students come to us from the greater Providence area, including 12 other local communities.

Providence Adult Education works toward full cooperation with the Vocational Training for Adults Program in a mutual exchange of services. Students are referred from the vocational program in cases where upgrading of skills and English are necessary, while those in our basic education and English classes are encouraged to enroll in career training when they reach an acceptable level of achievement. It is our hope that with this coordination Providence will soon have a comprehensive adult education program encompassing basic skills, English as a second language and vocational training, which will bring adults in need to a greater self-sufficiency.

The State of Rhode Island provides no direct funding to our program. The city of Providence contributes about 11 percent. Federal dollars are our major means of support, and we thank you for that. We ask you to aggressively seek to preserve and increase that support.

When compared to funding for other programs, adult education receives comparatively little for the monumental task facing it. More illiterate adults are coming forward to acknowledge their

needs and to ask for help. This causes our population to increase and the apparent willingness to come forward brings about the need for more qualified teachers, counsellors and outreach workers to provide more intensity to students at this level.

Budget cuts have always been traumatic, but at this time, with increased numbers of adults being identified with serious educational needs, our services would be inadequate to meet the demand to provide quality services.

Among the services that we provide and in addition to instruction is counselling to assist adults in adjusting to study, assisting adults in finding employment, eradicating the feeling of failure as well as job search, job placement, financial aid instruction, post-secondary school applications, job applications, class placement and absentee followup.

Instructors of adult students in beginning ESL classes often become excited about successes that are sometimes judged insignificant by the lay person. Often the greatest success is crossing the threshold of the classroom. The rate of progress toward mastry of the very complex English language is quite modest, especially when the students are illiterate in their native language. It is the determination and eagerness of the students to become functioning and contributing members of society that initially motivates them to undertake a task that once begun must often appear to be insurmountable. It is the small successes that inspires them to continue in their pursuit.

One of our students who progressed to successful completion of the GED tests is now enrolled in a graphics course at Rh de Island School of Design. She works part-time in an advertising business writing ads and plans to advance to doing art layouts soon.

Another student who obtained her GED diploma is doing bookkeeping and correspondence for her husband who is self-employed in the transportation business.

Then there is another success experienced by a Southeast Asian woman who was able to telephone her landlord and speak enough English to explain that there was no hot water in her tenement. She got results.

Another refugee felt a great deal of success when, after receiving an overdue notice from the library, was able to explain to the librarian that her 5-year-old daughter believed the book had been given to her to keep.

Another has overcome his feeling of helplessness in an English-speaking society to the point that he holds a part-time job painting and takes the bus to most of the sites at which he is working. He is no longer afraid of being lost since he can now ask and answer questions concerning directions.

Another woman works to help supplement her husband's minimum wage salary. There are no other Indochinese working with her. She was most concerned that she would not understand the directions her boss would give her. She practiced the sentences she felt she would need most. "I'm sorry. I do not understand. Please repeat what you said slowly." And worked up the courage to take the job.

There is another success story. China probably has about a 100-word English vocabulary and has mastered about two dozen surviv-

al sentences. Not a very impressive record to the untrained eye. However, both student and teacher are delighted. She has been in this country for 3 years and had been terrified to venture out of the house and then only with family members. Her success story began the day she meekly walked into a classroom behind her nephew. Her success heightened the day her nephew took a full-time job, withdrew from class and she had the courage to continue attending.

A student who dropped out of school in the seventh grade had displayed unusual perseverance. She attended basic skill classes and pre-GED classes and having taken the five tests was lacking one point. She returned to study and recently achieved her goal of receiving her GED diploma.

Another student was promoted to lieutenant on the North Providence Volunteer Fire Department and feels that his improvement in reading had a great deal to do with his promotion.

A 46-year-old gentleman was brought to my office by his brother. He had lost his job because his employer left him a note requesting a particular job be done. He was a maintenance man, could not read the note and was fired because the directive had been ignored. The success in this case was his acknowledgement for the first time that he was unable to read.

Another man had a reputation as an excellent worker for the railroad. His supervisor appreciated his workmanship and covered for his illiteracy by completing forms for him. His supervisor announced his upcoming retirement and the worker came to one of our classes frantically looking for help to learn to read quickly. This was his first step towards success.

While I could go on at length presenting one success story after the other, it is also necessary that I acknowledge that there are some areas in which we are not providing the quality of service for which our program has been known over the past 18 years.

When so many functionally illiterate adults are coming to our classes, we would like to be able to work with them in much smaller groups. Unfortunately, this is a luxury we cannot afford. This demand which is so great does not promise to diminish in the very near future.

Our program continues from year to year trying to maintain services at the same level. Purchase of computers which would permit individualization is not within view. Many of our students are parents who should be brought to an appreciation of education which would be reflected in the lives of their children. Additional qualified teachers, counsellors and outreach workers would provide added strength to our program and in turn to the residents of the City of Providence.

I thank you for the opportunity to present our successes and needs to you.

Senator STAFFORD. Thank you very much, Sister. We would next ask Ms. Yates if she would go ahead, the Director of Braddock Community Center.

Ms. Yates, I have looked at your written statement. It is short enough to fit in well in northern New England. [Laughter.] We would be pleased to have you read it or summarize it, whichever you wish.

Ms. YATES. Thank you. Mr. Chairman and members of the committee, my name is Naomi Yates. I live in Fairfax County, VA. For the last 13 years, I have been the director of the Braddock Community Center which is sponsored by the Department of Recreation. I received my GED in April 1982, after participating in adult education classes off and on for 9 years. For most of those 9 years, there has been an adult education class held 2 mornings a week in my community center for people in the local community and the surrounding areas.

The community I work in is a rural part of Fairfax County which has both the richest and the poorest people in the county. The community center serves mainly those people who are poor and who need education the most. I feel that getting my GED has set a good example for people in this community. At least 10 people have come into the program because they feel if I can do it, they can too.

Some of the things we learn in class are reading, writing and math. Some people come to study to get a GED. Some want to get a job or to keep their job. Let me tell you about some of the people. Ginny attended classes and then got her GED. Now she is working as a receptionist at Chantilly High School which is in Fairfax County. The last time I heard from her, that is what she was doing. Mia came also even though she did not pass the GED test. But she learned a lot of English here. She came for 2 years. She could hardly speak English at first. She got herself a job at the Hair Cuttery in Centreville once she learned enough English. Barbara, she attended classes for about 3 years. She got her GED. Now she goes to Northern Virginia Community College in Manassas. She is studying psychology. She is really badly handicapped with cerebral pasly. Sara, she comes for math. She has already a job with the telephone company. Before she could do the job all right, but now she has to learn some math because they are changing over to computers. I think adult education really helps this community.

We do not learn in class only. We have taken these people on a lot of trips, too. One time we went to the courthouse when someone from the community was on trial. Most people had never even been there before. I think people understood a little better how the court worked. Then we came to Capitol Hill one time. We went to the Kennedy Center, the Smithsonian, the Air and Space Museum. I had never been to those places and the other people had not either. We are going to the Smithsonian again on March 22 and then to the White House in April.

Adult educaton has really affected my life. I began attending classes while I was working full-time. I had to fit it in around my job so it took me a long time. But I never gave up. I had to work on reading and English especially. Math was the third thing I had to work on. Both reading and spelling helped me on the job. I have to write so many reports to my supervisors in the recreation department.

But the main way it has helped me is with my self esteem. I really feel better about myself. Now when I train part-time assistants at the center who are in college or who even finished college, I feel more confident. Before I used to feel out of place. But now it is really different.

And my family is really proud of me, too. My daughter is in college now. My studying helped me to help her with her studies when she was in high school and now I even can help her with her college work. And my sister, once I did it, she knew it could be done. Before that, she just stayed home.

I like knowing I can help tutor the adults who come to class at the community center. I like knowing that they are following my example. Adult education has helped so many people in the community. I hope there will alwasy be adult education programs for these people.

Thank you.

Senator STAFFORD. Thank you very much, Ms. Yates, for a very good statement.

Now, the committee will be very pleased, Ms. Parker, to hear from you. You are from Philadelphia.

Ms. PARKER. Thank you, Senator Stafford.

My name is Cynthia Parker and I am from Philadelphia. I am 30 years old and have three children who are doing beautifully in school. My children have a lot of respect for me for attending an Adult Basic Education class, and it is with pride when they ask me what I did in class each day. And I am just as proud when I tell them all the things that I have learned.

My mother raised four children all by herself while working full-time. I am number three of two boys and two girls. My older brother and sister are high school graduates. My younger brother died early in life from an appendicitis attack. So in a way I was left alone and was different from my other brothers and sisters.

I did not do well in school. Everyone kept telling me what to do but no one had time to show me how to do anything. The counselors at school kept telling me that I did not need any help, but I was failing badly. So I dropped out on my own from school. I tried to act grown up and got married. But my husband died and left me with one son. Later I had two girls and went on welfare. I went from town to town trying to find work, but since I did not have an education, I had to stay on welfare. I did not have a good feeling about myself. As I look back, I can see that it took me longer to grow up. I wasted a lot of precious time.

After being out of school for 15 years, I decided I had to take control of my life. So I found out about the nearest adult education program by calling the Philadelphia Board of Education. I learned that it was free and that they taught people how to read and write and do arithmetic.

There was a long waiting list and I had to wait 2 weeks before I was accepted. On the first day in class, the teacher gave me a test to give her insight in to my problems. She wanted to find out what I could do and what I could not do.

After the teacher found out something about me, she planned a program for me and started me on a reading level that I was comfortable with. I worked with a reading kit and a math book.

But the teacher does things with the whole class as well. We talk about current events and each person gives his or her opinion. This helps us with our speaking ability. We have spelling tests to keep us sharp, and we write sentences. We also do work with capitaliza-

tion, punctuation, social sciences and, of course, a lot of reading comprehension.

The teacher talked to us about voting and encouraged all of us to register to vote. She said that it was important for all of us to vote because this was the most important way our voices could be heard. And if we were not registered, we could not vote.

We also studied about the President, the Congress and other branches of the Government. We also learned who our Senators and Representatives are, in Pennsylvania as well as in Washington.

Our teacher, Mrs. Betty Bramnick, took us on a trip one morning to City Council in Philadelphia to meet some of our representatives. We were introduce to several council persons and the President of City Council, Mr. Coleman. We also had a trip to one of the courts to see how trials are conducted.

I knew so little before I came into the class and now I can say I have learned a lot in such a short time. Just to test myself, I made an application out to the James Martin Trade School run by the Philadelphia School District. This is a training center that teaches trades to adults. I took an entrance exam for Geriatric Nursing and I have been accepted. My classes start in May. When I finish the course and get a job I will be able to get off DPA and be a productive, tax-paying citizen.

The dream that seemed so far away yesterday, before I started classes, is now waiting for me to step into, tomorrow. My confidence and my identity have been restored because I attended this class. I would like to thank God for lighting my path, but I would also like to thank the programs for being available. And most of all, I would like to thank my teacher, Mrs. Bramnick, who got her lessons across to me and urged me to keep going.

Thank you.

Senator STAFFORD. Thank you very much, Ms. Parker, for a very good statement.

Sister, when you were talking about survival sentences, I suppose that one here in the Senate would start with, "When I am re-elected"——[Laughter.]

Sister THERESA. That is survival.

Senator STAFFORD [continuing]. And probably end with "I promise" or something like that. [Laughter.]

The White House Initiative on Adult Illiteracy relies heavily on the participation of volunteers in the adult education program. What success has your program had in recruiting volunteers who are able to work effectively with the high need adult population you described in your testimony?

Sister THERESA. Our program at the present time has not been terribly successful in recruiting volunteers and training them. However, in our grant being submitted right now for the next fiscal year, we are including a portion where we will work with the Rhode Island Clearinghouse for Volunteers out of Rhode Island College, which fits in with what Secretary Bell said, and we hope to have the Clearinghouse recruit and train 45 volunteers for us next year.

Senator STAFFORD. Thank you very much.

Ms. Yates, you mentioned in your testimony that working full-time and attending adult classes was difficult and yet you managed to stick with it. What was it about the program that kept your attention and your enthusiasm?

Ms. YATES. The thing that kept me interested, I guess, was because I was working at the community center with a lot of the people and because my daughters kept insisting that I should stay in the program and because I wanted to see a lot of the people in that community where I worked to get their GED, and I knew if I stuck with it and after I received my GED, I knew some people in the community would also get theirs.

Because of that, like I say, there has been 10 people that has gotten their GED because they knew that I stuck mine out and finished and got my GED.

Senator STAFFORD. Does your community center notify adults in Fairfax County about the programs that are available?

Ms. YATES. Yes.

Senator STAFFORD. Thank you very much.

Ms. Parker, you are here today as a successful participant in adult education. Is there something unique about your program that could be replicated in other adult education projects to encourage that kind of success for other participants?

Ms. PARKER. Yes, another teacher like Ms. Betty Bramnich. [Laughter.]

Senator STAFFORD. We better send her a copy of that statement. [Laughter.] After your discouraging experience in public school which you describe in your testimony what was it that motivated you to seek out an education program as an adult?

Ms. PARKER. Well, after my kids started growing and I had to start teaching them, there was very little that I knew. I did not know how to multiply. I was limited in reading, and I felt like I wanted to do something for myself so I could provide for them.

I got help with keeping the baby after the two big ones got in school so the first day I went I was frightened and I just stayed.

Senator STAFFORD. Good.

We thank you all very much, indeed, and again, it may be that some members of the committee who cannot be here because of conflicting committee meetings—Senator Pell has had to be in foreign relations; Senator Randolph is in the Committee on Environment and Public Works, of which I am the chairman and where I also should be but this got priority this morning—they may have some questions for you in writing, if that is agreeable, and if that is the case, your early response for the record would be appreciated.

Thank you all very much.

Sister THERESA. Thank you.

Ms. YATES. Thank you.

Ms. PARKER. Thank you.

Senator STAFFORD. We will ask the next panel to come forward which consists of Dr. Robert Walden, division director, Adult Basic Education, State Department of Education, Montgomery, AL; and Ms. Mary G. Williams, director, Division of Adult and Community Education, State Department of Public Instruction, Indianapolis, IN; and Mr. Jay Cretella, director adult education, Sheehan High School, Wallingford, CT.

Absent an agreement among yourselves, we will take you in the order in which we announced you. If you can summarize your statements in 5 minutes, we would appreciate it. The full statements will appear in the record as if read.

The chairman has a date with the Vice President and the Majority Leader in 40 minutes which is one reason why I have to press on for time here.

So, Dr. Walden, we would be glad to hear from you.

STATEMENTS OF DR. BOB WALDEN, STATE DIRECTOR, ADULT BASIC EDUCATION, STATE DEPARTMENT OF EDUCATION, MONTGOMERY, AL; MARY G. WILLIAMS, DIRECTOR, DIVISION OF ADULT AND COMMUNITY EDUCATION, STATE DEPARTMENT OF PUBLIC INSTRUCTION, INDIANAPOLIS, IN; AND JAY CRETELLA, DIRECTOR, ADULT EDUCATION, SHEEHAN HIGH SCHOOL, WALLINGFORD, CT

Dr. WALDEN. Thank you, Mr. Chairman.

I am Bob Walden, State Director of Adult Education for the State Department of Education in Montgomery, AL. I am pleased to come before your committee to discuss adult education programs in Alabama and the present legislation.

It is indeed a pleasure to come because my own Senator, the Honorable Jeremiah Denton, is a member of this very important committee.

The Adult Education Act, in my opinion, is a very effective piece of legislation. The act is designed to give primary emphasis to adults who are the least educated and the most in need, yet it is flexible enough to meet the needs of all of the adults who have less than a high school education. Adults who want to learn to write their name, read the Bible, help their children with their homework, get a job, or receive a high school certificate are enrolled in this unique program.

The cost of illiteracy in the State of Alabama is tremendous. A conservative estimate is that $47 million could be saved from just two programs, Aid to Dependent Children and criminal justice programs if adult illiteracy was eradicated.

Today in Alabama there is over a million adults with less than a high school education and 200,000 who are functionally illiterate.

Since 1965, a total of 430,208 adults have been enrolled in our adult education program. Of that number 48,000 have learned to read; 44,000 have learned to write; 27,000 have received employment; another 23,000 have gotten a better job; 10,722 have been discontinued from the welfare rolls.

This is one of the few programs that truly pays for itself. Last year in Alabama we saved over $2 million because 1,132 persons were removed from the welfare roles. Another 2,455 persons were employed in our program, adding over $18 million to the economy. 1,156 persons received a promotion or a better job, adding another $800,000 to the economy.

A recent study was released by the prison system indicating that 84 percent of the prisoners returned unless they enrolled in our program and received a GED certificate. Then the recidivism rate

was reduced to 15 percent. This, too, is a tremendous savings to our taxpayers.

Yet we provide educational opportunities to these adults for $66.57 per adult. You can see that the Adult Education Act is functioning well and providing needed services at a very low cost.

We have a saying in Alabama. If it is not broken, do not fix it. This is true with the present act. It is almost a perfect piece of legislation. So I would recommend that very few changes be made. If I were making any changes, there are three that I would recommend.

First, the formula for allocating funds to the States. At the present time we receive our funds based on the number of adults with less than a high school education. Yet everything else in the act is based on adults with less than a ninth grade education. Eighty percent of our funds must be spent on these adults. My recommendation would be that we receive our funds on the same priority that we must put our program on, adults with less than an eighth grade education.

Second, section 310 of the act mandates that we spend 10 percent of our money on teacher training and special demonstration projects. I would recommend that we change this so that we may spend a maximum of 25 percent for teacher training and special demonstration programs. This would make the act more flexible and meet the needs of the States better.

Third, in the present legislation, we match federal funds with 10 percent State funds. I think the States ought to assume more responsibility for adult education, and over the next 5 years, I would recommend that this match go up to 50 percent. This would not be a burden on the States, and if adult education is truly a part of the total educational program which it should be, then all the States can bear this in mind.

Mr. Chairman, I appreciate your time, and I especially appreciate the strong opening statement you made for adult education.

If I can answer any questions, I will be glad to do so.

[The prepared statement of Dr. Walden follows:]

STATEMENT

ON

ADULT EDUCATION REAUTHORIZATION

TO THE

SUBCOMMITTEE

ON

EDUCATION, ARTS, AND HUMANITIES

THE HONORABLE ROBERT T. STAFFORD, CHAIRMAN

PRESENTED BY

B. W. WALDEN

STATE DIRECTOR OF ADULT EDUCATION

ALABAMA DEPARTMENT OF EDUCATION

MARCH 20, 1984

Chairman Stafford and members of the Subcommittee on Education, Arts, and Humanities

I am Bob Walden, State Director of Adult Education for the Alabama State Department of Education. I am pleased to come before your subcommittee to discuss the Adult Education Program in Alabama, present to you my views on the present Adult Education Act, and make some recommendations on the Reauthorization of this Act.

It is indeed a pleasure for me to testify today, since my Senator, The Honorable Jeremiah Denton, is a member of this very important committee.

The Adult Education Act, Public Law 91-230, in my opinion is a most effective piece of legislation. This Act is designed to place primary emphasis on the least educated and most in need, yet it is flexible enough to meet the needs of all adults who have less than a 12th-grade education. Adults who want to learn to write their names, read the Bible, help their children with their homework, get a job or receive a high school diploma are all enrolled in this unique program.

The cost of adult illiteracy to the Alabama taxpayers is tremendous. A conservative estimate is that $47 million could be saved in Alabama from aid to mothers with dependent children and the criminal justice program with the eradication of adult illiteracy.

Today, there are 1,325,000 adults or 52 percent of the adult population out of school with less than a high school education in Alabama. Included in this number are 202,536 adults who are functionally illiterate. These statistics take on an even more profound implication when one realizes the grossly disproportionate number of uneducated adults found among Alabama's unemployed poor, welfare assisted, and imprisoned population.

Consider these facts:

1. The 202,536 illiterate Alabama citizens will earn thirty-six percent (36%) less than a literate person;

2. A person with less than a high school education earns sixteen percent (16%) less than a person with a high school diploma;

3. Forty-two percent (42%) of the mothers receiving aid to families with dependent children in Alabama do not have a high school diploma;

4. The unemployment rate for high school dropouts is close to double that of high school graduates;

5. Over fifty percent (50%) of all inmates in Alabama prisons have less than an eighth grade education, and ninety percent (90%) didn't complete high school; and

6. The counties whose children have the lowest reading level also have the highest illiteracy rate.

Alabama's Adult Education Program started in 1965. Since that time tremendous progress has been made. A total of 480,208 adults have been enrolled in the ABE Program. Of that number, 48,153 have learned to read, 44,359 have learned to write, 27,501 have been employed and another 23,051 have gotten a better job because they were enrolled in the Adult Education Program. Of the total enrollment, 94,304 were on the welfare rolls, and 10,772 were discontinued. Approximately 58,000 adults have received their high school credentials during the last twelve years.

This is one of the few programs that really pays for itself. Last year Alabama saved $2,156,272 because 1,132 persons were removed from the welfare rolls; another 2,455 persons were employed adding over $18,000,000 to the economy; and 1,156 received a promotion or better job, adding another $800,000 to the economy.

According to a report released by the J. F. Ingram State Technical Institute, the recidivism rate for all state prisons is 84 percent, unless

they enrolled in the Adult Education Program and got a GED Certificate while in prison. The recidivism rate for these persons is 15 percent. This is another tremendous savings for the taxpayer.

Last year Alabama received $1,702,948 Federal funds and $1,400,000 State funds. On the local level it costs $66.57 to educate one adult. This low cost per learner is possible because many persons have volunteered their time and resources to the program. People volunteer to teach, recruit, counsel, and to even supervise. Industry, local city and county governments, and universities have contributed many dollars and their vast human resources to help this program grow and meet the needs of the undereducated citizens.

Because of the benefits provided by this Act, the Adult Education Program in Alabama has become a vital and integral part of the total education program. Dr. Wayne Teague, State Superintendent of Education, often calls upon the adult education personnel for advice, assistance, and consultation. On February 23, 1984, the State Board of Education passed a resolution requesting full time supervision for all Adult Education programs and requesting the State Legislature to provide funds to implement this resolution.

We have two options. Option one would provide adequate educational opportunites for illiterate and undereducated adults to enable them to become self-sufficient, contributing members of society. This is predicated on the belief that everyone has the right to obtain a high school education regardless of his age. Option two would continue to divert excessive amounts of tax dollars for the support of maintenance systems for the illiterate and undereducated adults.

As you can see, the present Adult Education Act is functioning

well and providing needed service at a very low cost. We have a saying in Alabama - "If it is not broken, don't fix it." This is true with our present Act; it is almost a perfect piece of legislation so make as few changes as possible.

If we must change it, I would make three recommendations:

1. The formula for allocating funds to the states should be changed. The number one priority is providing learning opportunities for adults with less than an eighth-grade education. Eighty percent of all funds must be spent for instruction below the ninth grade level. All teacher training, publicity, and special demonstration projects must give priority to this group. Funding for the Adult Education Act is the only thing based on less than a twelfth-grade education. States receive funds based on the number of adults with less than a high school education. My recommendation would be to fund states based on the number of adults with less than a ninth-grade education. This would give funding the same priority as the instructional program.
2. Section 310 of the Act mandates that ten percent of the funds must be used for teacher training and special demonstration projects. I would recommend that it be changed to "may spend a maximum of 25 percent for teacher training and special demonstration projects." Most states spend more than ten percent in these categories, but some years you may not need to use ten percent for teacher training or special demonstration projects. This would give the state more flexibility to use these funds.
3. In the present legislation, states must match Federal funds at a minimum of ten percent. I would recommend that this be

increased on a graduated scale to reach a maximum of 50 percent over the next five years. The ten percent matching has remained the same since 1965. States and local agencies must start assuming more of the responsibility for adult education. If adult education is truly a part of the total educational program, this will not be a burden to any state.

Mr. Chairman, I am prepared to discuss the administration's recommendation on the reauthorization of the Act if this is your desire.

I do appreciate your listening to me and your concern for the 63 million Americans who need the services provided by the Adult Education Act.

Senator STAFFORD. Thank you very much, Dr. Walden.

Now, we would be very glad to hear from Ms. Mary G. Williams.

Ms. WILLIAMS. My name is Mary Williams. I am State Director of Adult Education for the State of Indiana, and I very much appreciate being here today.

The federally assisted adult education program in Indiana served 25,520 individuals in the last full program year. Of those, 20 percent achieved an eighth grade level of skill proficiency and nearly that many went on to receive their school equivalency certificates.

In 1982 when we were writing our current 3-year State plan for adult education, the unemployment rate in the State of Indiana was second highest in the Nation. At the same time, we were having some difficulties in the area of financing. Our Federal funding for the program had stayed level for 3 consecutive fiscal years, and in our State, our State funding had stayed level for 5 consecutive fiscal years, and then when our unemployment problem hit, we had some severe problems with revenues at the State level. We have a State constitution that prohibits us from going into debt, and in an unprecedented step, our State legislature did not appropriate supplemental funds to reimburse local districts for expenditures in excess of what the State legislature had originally committed in the way of State appropriations.

I am bringing this forward from the latter part of my written testimony now because as I start talking about the Adult Education Act and the reauthorization and the effect on our State, I find it difficult to stick with authorization and find myself continually going to the area of appropriations.

We had a sunset review by our State legislature of our adult education program last summer, and while they were supposed to look only at structural improvements in the program, they came out with a rather unprecedented recommendation. They said that the only thing that this program needs is more money to operate and proceeded to pass a State supplemental appropriation of a half a million dollars.

Because of our high unemployment rate in 1982, we put a lot of stress in our State plan on meeting the needs of the unemployed enrollees, and this last program year, the number of unemployed persons in the program rose to 49 percent or half of our enrollees, an 11 percent increase, and 17 percent of all enrollees went on to obtain jobs or further training, a 6-percent increase over the previous year.

Also, in Indiana we have strictly maintained the emphasis on the least educated. Even though we can spend up to 20 percent of our Federal grant for persons functioning at the secondary level, we have only been spending 9 percent of our Federal resources on that level. So we are truly targetting the illiterate adult population.

Despite the success figures of our program, we are only reaching a small fraction of those in the State that could use the program. Thirty-four percent of our State's adult population have not graduated from high school, and even when you add in enrollments from our State and locally supported programs, we are only reaching about 6 percent of the eligible adults who need the program.

Even with such limited service, however, we can show a considerable financial impact of the program. The 1,000 plus adults who got jobs after participating in the program in 1982 ended up earning over $7.2 million, and the estimate of annual welfare savings to the State for the persons removed from welfare in that year was over $1.2 million.

I concur with Dr. Walden that I think that the act has worked effectively and would not be displeased if few or any changes were made in the act. I think one of the things that concerns us in Indiana is the area of maintenance of effort. We support that in principle. We certainly support the idea of a State and local match, but because of a one-time decline in our effort in Indiana, based on some very serious financial problems, we would stand to lose our grant based on the current maintenance of effort and regulatory provisions on waiver despite the fact that we had an overmatch of 200 percent and despite the fact that our anticipated overmatch by next year will be over 300 percent.

So one of my recommendations would be either to eliminate the maintenance of effort while increasing the level of match—I would support that kind of a provision—or in the regulatory process, loosen up the waiver procedure so that the situation that we are in, which is rather absurd when the program is so badly needed, could not occur.

The one other area that I wanted to highlight has to do with the very limited funds available to the State for administration. This, when coupled with the potential limitation on the expenditures for section 310 for special demonstration and teacher training, means that it relegates our leadership role to one of basically paper-pushing where we think that more State leadership and creativity needs to be shown to meet the pressing problems of today.

So we would hope that in those two areas that we might have a little bit more flexibility and leeway. Thank you very much.

[The prepared statement of Ms. Williams follows:]

TESTIMONY
presented to

U.S. Senate Subcommittee on Education,
Arts and Humanities

presented by:

Mary Grcich Williams, Director
Division of Adult and Community Education
Indiana Department of Public Instruction
229 State House
Indianapolis, IN 46204
317-927-0344

March 20, 1984

My name is Mary Williams, and I am the state director of adult education for the State of Indiana. I appreciate the opportunity to appear before this committee on the subject of the reauthorization of the Adult Education Act.

The federally assisted adult education program in Indiana served 25,520 individuals in the program year ending June 30, 1983. Of those, 5,229 achieved an eighth grade skill proficiency, and 4,395 passed the high school equivalency examinations.

In 1982, Indiana had the second highest unemployment rate in the country. A state goal was established to maintain the level of service being provided to persons who were unemployed despite a decrease in available resources, and to increase the percentage of unemployed enrollees who went on to further training or who got jobs. In 1982-83, the first year of our current three year state plan, this goal was exceeded. The number of unemployed persons in the program rose to 49%, an 11% increase. 17% of all enrollees, a 6% increase, and 27% of the unemployed enrollees, obtained jobs or went on to further training.

The federal program mandates priority service to the "least educated and most in need" populations. The law limits expenditures for persons at the secondary level of instruction to 20%. In 1981, only 9% of Indiana's federal resources were being expended for secondary level instruction. In 1983, again despite more limited resources, that level of service to adults at the 0-8 grade level was maintained.

The cost per student contact hour in federal funds was reduced 28% between 1981 and 1983. Unfortunately, this savings was achieved not only through improved efficiency but through cutbacks in important services (e.g., counseling, child care) due to a combination of level or decreasing state/federal dollars and inflation.

Despite these figures which testify to the success of the federal program, only a fraction of those who can benefit from the program are currently being served. There are over one million individuals over the age of 25 in Indiana who have not graduated from high school, according to the 1980 Census. This figure represents 34.1 percent of the state's adult population in that age group. Even when enrollments from those additional classes which are supported under state and local but not federal funding are considered, only about 6% of the eligible adults are served each year in adult basic and secondary education programs.

Even such limited service can impact greatly on a state's and the nation's economy. The earned income of the 1,047 adults who got jobs after participating in the program in 1982 was over $7.2 million. The estimate of annual welfare savings to the state for the 496 persons removed from welfare in that year was over $1.2 million.

A survey of its members conducted by the National Council of State Directors of Adult Education in 1983 concerned the effectiveness of the Adult Education Act and what, if anything, should be changed. Several issues were raised, but no

single issue was of concern to more than a small handful of members. This finding suggests that the Act as currently written is, in general, meeting the needs of the states.

Having said that, I will take this opportunity to share briefly some areas of concern to the State of Indiana having relevance for reauthorization.

First, although we have no problem with the 90-10 federal/state matching requirement and accept the value of maintenance of effort in principle, we do have some concerns about maintenance of effort as a practical matter. A federal audit of the program in 1981 fully documented the extent of Indiana's state and local effort. The following year, Indiana experienced an economic crisis. High unemployment, reduced tax revenues, a state constitution prohibiting indebtedness, and special demands on the state budget for such matters as court-ordered improvements in correctional facilities and shared costs for desegregation in Indianapolis, resulted in a net decline in state/local effort of $800,000. While the state did not cut back its appropriation of $4.4 million for adult education, it failed to appropriate supplemental funds to reimburse excess costs incurred by local school districts as it had done in previous years. Without state reimbursement, local districts, laboring under skyrocketing utility and transportation costs and frozen property tax levies, could not sustain their previous level of expenditure in the subsequent year.

The State of Indiana stands to lose its federal grant, despite its positive track record, despite its overmatch from state funds alone of over 200%, and

despite the fact that both state and local commitments began to rise again as soon as the state began to recover from its economic problems. In 1984, the state appropriation rose to $4.6 million; for 1985, it was established at $4.9 million and the program just received a supplemental appropriation from the state of $550,000; and the stated intention of the legislature for 1986 is at least $6.0 million.

It is ironic that the federal government can reduce its commitment for reasons of economic hardship as it did in fiscal years 1983 and 1984, but that the states cannot qualify for a waiver of maintenance of effort based on similar circumstances, and that even if a waiver is granted, the state incurs financial penalities when the program's services are so desperately needed.

The other area of concern has to do with the various percentum limitations within the current Act. One such limitation has to do with state administrative costs. The "5%," which translates into considerably less than 5% because the setaside for administration has not been separately funded to date, permits staffing at a level where little technical assistance and leadership can be provided; the allotment barely covers the "paper pushing" aspects of state governance, e.g., the review of applications and monitoring for compliance.

The allowance to exceed 10% for Section 310, the special demonstration and teacher training section, provides a little relief for the state. Under Section 310, evaluation studies can be conducted, additional staff can be hired to carry out 310 related activities, resource centers can be established, and incentives for

professional development can be provided. Indiana has typically chosen to commit 11-13% of its resources for Section 310, and we attribute the state's ability to maintain its high level of performance and quality to that fact.

If the current limitation on state administrative expenditures is retained and the expenditures for Section 310 are concurrently limited to "no more than 10%," the Indiana program may experience difficulties in retaining its current standards of quality.

Although we do not have particular concerns about the other percentum limitations in the Act, we support the principle of maximum state determination and control.

Thank you very much for permitting me this opportunity to appear before the committee. I would be pleased to answer any questions you may have.

Senator STAFFORD. Thank you very much, Ms. Williams.

I am going to back up just a little bit here and I note that Senator Quayle of Indiana has been able to join us and he is a most valuable member of this subcommittee and of the full committee. I should have stopped in time for him to introduce you, but, Senator, if you have any words you would like to offer at this point before we go to the third member and questions, this would be a good time.

Senator QUAYLE. Thank you very much, Mr. Chairman. I will be very brief. I think the testimony of Ms. Williams speaks for itself. She really needed no introduction. She has a fine background for this and the work that she has done in Indiana.

I look forward to working with you on this particular issue. I thank you for holding the hearing, because I think adult education really provides the hope for some skills for millions of Americans out there, and I have a statement, an opening statement, I would like to have inserted in the record, and I have a couple questions that I will ask afterward, but I appreciate your cooperation and leadership on this issue as well as others.

Senator STAFFORD. All right. Without objection, we will place your statement immediately following my own and Senator Pell's at the beginning of the hearings.

We will turn to Mr. Jay Cretella, who is director, Adult Education, Sheehan High School in Wallingford, CT.

Mr. CRETELLA. Thank you, Mr. Chairman.

My name is Jay Cretella, and I am director of Adult Education in the Town of Wallingford, CT, and I am a member of the Connecticut Association for Public School Education. Wallingford is a town of 37,300 people, a very diversified industrial community.

I want to thank the committee for the opportunity for me to give a local perspective of adult education as it relates to this administration and this Congress' effort to give greater prominence to adult education programs as part of the national adult literacy initiative. I feel it is imperative that this Congress lend its total support to our local effort so that we can provide the programs and the services to those undereducated, underemployed, and unemployed adults of our State most in need.

We do not need any more national or State studies to tell us that we, as a nation, are in serious economic and social trouble if we do not address the fact that 23 million American adults are functionally illiterate.

As the President's Commission on Excellence in its report, A Nation at Risk, stated, ". . . the adults working today will make up 75 percent of the working force by the year 2000, only 16 years from now." You must give me and my colleagues in the front line of this literacy battle the national funding and the legislative language we need to educate and to retrain those adults who could be a more productive part of the work force.

In Connecticut, there are 600,000 adults who lack basic skills. Of this number, 100,000 are American-born Hispanics and other ethnic groups whose first language is not English.

In Wallingford, there are 7,389 adults who are undereducated without a high school diploma or less. Wallingford's adult education program reaches only 6 to 7 percent of this population at the

present time. We operate an adult high school for 150 adults, and we will graduate 33 of them in June, ages 17 to 59. We operate a learning center for another 500 adults each system in a renovated portion of our town's very old railroad station. We have learning programs in our senior center and within a few weeks we will open a new program for brain-injured adults in a local hospital. In addition to this, we offer many courses in English as a second language and basic reading and math programs in local factories and industries when we receive a request to do so.

If you were to ask me as a local director how the present Education Act has been working, I would have to reply that without its funding I would have to refuse many adults the educational services and the social services they need not only to get a job but to hold on to that job.

In reauthorizing the Adult Education Act I would plead with you to make sure that the intent of the act is clear to those administering the act and that funding mechanisms be designed so that funding reaches our adults. Too often legislative intent is lost in a morass of administrative redtape and complicated regulations. If my undereducated adults in my community are supposed to receive help, please appropriate enough funds and write your legislation so that my community receives more than a token of your concern.

Specifically I would like to expand or provide personal and career counselling services in addition to classes. What undereducated adults need most of all is direction and counselling in gaining selfconfidence needed to become worthwhile and productive citizens and workers and parents.

Also I would like to provide followup services and job placement and support services. Remember, we are dealing with adults who have been conditioned to believe that they will never amount to anything.

We need the opportunity to establish a closer working relationship with business and industry, one in my town which we already have. Adult education programs have the structure and the staff to assist business in developing a more productive work force. I ask you not to give that responsibility to private vendors who lack both the experience and the structure which publication already has in place.

Last, local adult education programs need to have full-time directors. In my State, many directors are not fulltime, and there is strong evidence to support the fact that towns without full-time directors do not serve adults as well as towns with full-time directors.

I thank you for your time and I would answer any questions you may have, Senator.

[The prepared statement of Mr. Cretella follows:]

TESTIMONY OF JAY CRETELLA, DIRECTOR OF ADULT EDUCATION, WALLINGFORD, CT.
BEFORE THE SENATE SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
CONSIDERING THE REAUTHORIZATION OF THE 1984 ADULT EDUCATION ACT.

Mr. Chairman, Members of the Committee:

My name is Jay Cretella. I am Director of Adult Education in the town of Wallingford, Connecticut, and a member of the Connecticut Association for Public School Adult Education. Wallingford is a diversified industrial community of 37,300 people with the nationally known silver companies being joined by producers of stainless steel and rolled steel, chemicals, plastics, electric components and precision instruments.

Let me first thank the Committee for the opportunity to give a local perspective of Adult Education as it relates to this administration's and this Congress's effort to give greater prominence to adult education programs as part of the National Adult Literacy Initiative. It is imperative that this Congress lend its total support to our local effort so that we can provide the programs and services to those undereducated, underemployed, and unemployed adults of our state who are most in need.

We don't need any more National or State studies to tell us that as a Nation we are in economic and social trouble if we do not address the fact that 23,000,000 American adults are functionally illiterate by the simplest test of everyday reading and writing and comprehension. We already know that adult illiteracy is undermining the quality of life and the industrial health of our nation.

As the President's Commission on Excellence in its report "A Nation At Risk" stated, "...the adults working today will make up about 75 per cent of the working force by the year 2000, only 16 years from now. You must give me and my colleagues in the front line of this literacy battle the national funding and legislative language we need to educate and retrain those adults who could be a more productive part of the work force.

In Connecticut, there are 600,000 adults who lack basic skills. Of this number, 100,000 are American-born Hispanics and other ethnic groups whose first language is not English.

In Wallingford, there are 7,389 adults 18 years or older without a high school diploma. This represents 27% of this adult age group in our town. Wallingford's Adult Education program reaches approximately six to seven per cent of the undereducated adult population. We operate an adult high school for 150 adults. We will graduate 33 in June, ages 17 to 59. We operate a Learning Center for another 500 adults each semester in a renovated portion of the town Railroad Station. We have learning programs in our Senior Center and within a few weeks we will open a program in a nearby hospital for brain-injured adults. In addition, we offer English as a Second Language and basic reading and math programs in local factories and industries when we receive a request to do so.

If you ask how effective the Adult Education Act has been, I would have to reply that without its funding, I would have to refuse many adults the educational and social services they need, not only to get a job, but to hold on to that job.

In reauthorizing the Adult Education Act, I would plead you to make sure that the intent of the Act is clear to those administering the Act, and that funding mechanisms be designed so that funds reach our adults. Too often

legislative intent is lost in a morass of administrative red tape and complicated regulations. If my undereducated adults in my community are supposed to receive help, please appropriate enough funds and write your legislation so that my community receives more than a token of your concern.

Specifically, I want to provide, or expand, the following services:

1. Personal and career counseling services in addition to classes in English, Math, or whatever basic skill is needed. What undereducated adults need most of all is direction and counseling in gaining the self-confidence needed to become worthwhile and productive citizens, workers, and parents.
2. Follow-up services, i.e., job placement and support services. Remember that we are dealing with adults who have been conditioned to believe they can never amount to anything.
3. We need the opportunity to establish a closer working relationship with business and industry. Adult Education programs already have the structure and staff to assist business in developing a more productive work force. Do not give that responsiblity to private vendors who lack both the experience and the structure which public education has already in place.
4. Local Adult Education Programs need full-time directors and staff to administer day and evening programs. There is evidence which supports the fact that towns which have full-time directors and staff serve more undereducated adults and offer programs of better quality. I spend 10-12 hours a day as an adult education director, not because I'm slow, but because undereducated adults have so many needs. Our office opens at 8:00 a.m. and services and programs are available until 10:00 p.m.

As you consider reauthorization, consider our local needs and the fact Public Adult Educators are ready to establish or expand programs and services now to accomplish the goal of adult literacy as championed by our President with the support of this Congress. With proper level of funding, with the necessary language changes as proposed, we can make a substantial dent in adult illiteracy in the next two-three years.

Ladies and gentlemen, thank you for your attention.

Senator STAFFORD. Thank you very much for a very good statement.

Dr. Walden, we would like you to know that Senator Denton from your State had very much hoped to be here since he also is a valuable member of this committee but he was caught in the same situation we all seem to be this morning. Another committee over which he is the chairman is meeting simultaneously with this one, and that is why he was not able to be able to be here.

Let me ask you this question. Researchers in the field of adult education frequently describe adult learners as hard to reach and hard to teach. Have any programs in your State had particular success developing projects to attract this segment of the population?

Dr. WALDEN. I would agree that they are hard to reach because they have failed in everything that they've been in, but hard to teach they are not. They are very motivated when they come back into our program. They learn faster than children do, really, because they have used these words and these phrases and had to survive and they just do not recognize them in print.

We have some good programs. Our adult learning center in Birmingham is a tremendous success. It is located downtown in a YWCA building, and they have had so many people to come in, they have to put badges on them to control the number.

So I would say that that is an excellent program.

Senator STAFFORD. Thank you very much.

Mr. Cretella, you state in your testimony that you are opposed to expanding the program to private vendors. You have heard the administration's rationale for expanding services to for-profit organizations. Would you wish to comment on this proposal?

Mr. CRETELLA. I did read that and hear the Secretary refer to that. The reason for my opposition, and it has to come from a local perspective, is that private vendors are not education oriented. They do not have the structures. They do not have the experience or access to the kinds of networks we have had in place since 1965.

I think what would happen, Mr. Chairman, is the same kind of thing that happened in the CETA programs. The training simply would not be adequate enough to make a difference because they would be learning themselves how to provide these services, and I just think it would be a waste of time.

A second observation would be that the State who would be administering these would be inundated with requests from all sorts of fly-by-night groups to provide these services, especially if there was a buck to be made.

Third, I just do not think anyone has the right to profit from illiteracy. And those would be my thoughts from a local point of view.

Senator STAFFORD. Thank you.

Adult education programs are currently attracting more and more young people between the ages of 16 and 18. As an adult education coordinator, how do you address the very different needs of 16-year-olds and middle-aged adults in your basic literacy skill programs?

Mr. CRETELLA. I am sorry, Senator.

Senator STAFFORD. Let me repeat that. Your adult education programs across the country are currently attracting more and more young people between the ages of 16 and 18. What I am asking you to do is tell us how you address the different needs of those who are in the 16- and 18-year-old group and those who are middle-aged or older in your basic literacy skill programs.

Mr. CRETELLA. Well, when they come to us, every person who is either recruited or referred to us, everyone is screened for their basic educational level and perhaps in some cases the temperament, because of the adults that come to us come in a variety of states.

What we do is try to place them with teachers who have had success rates with a particular age group, and there are just some that are very successful with the younger undereducated adult and there are some that are just superb with senior undereducated adults, and that is basically how we do it. Personal interview and some diagnostic testing.

Senator STAFFORD. Thank you very much.

Now, Ms. Williams, the President's literacy drive looks to the private sector and volunteers to join with Federal and State government to combat illiteracy. Has such cooperation begun or been considered in the State of Indiana?

Ms. WILLIAMS. Yes, it has. As a matter of fact, I believe Indiana was the first State whose Governor has come forward and worked in cooperation and coordination with our State superintendent of public instruction to name a State level coalition task force that not only brings together all of the different literacy providers in the State but people who have the know-how and power to get something done, including members of our State legislature, the president of our Indiana Schools Boards Association, the president of our Indiana State Chamber of Commerce and other groups.

We just got started with this in November. We have a big Governor's conference planned for next summer and look forward to some excellent kinds of cooperation and coodination growing out of that.

Senator STAFFORD. The Department of Education is seeking funding for a discretionary program for adult education in the Education Act for the first time. As a State director, what do you suggest as research and model and demonstration priorities for this type of funding?

If you would rather answer this in writing, we would be glad to have you do it.

Ms. WILLIAMS. OK. First of all, I will answer a question you did not ask me, and that is that I would hope that if this is funded, that it would not be money that would be taken out of the basic State grant program. We are already struggling with financing, and the projected level of funding for the program looks like it is not going to go up very much.

However, if additional funding could be available for this, I think it would be of value, and I see some of the basic applied research functions like the adult performance level study being important.

I also see the dissemination function being very important. It is hard for me in Indiana to learn what Illinois is doing and to learn what Ohio is doing and what kind of effective techniques they might be using. Really only the Federal people are in a position to facilitate that kind of cross-fertilization of ideas.

Senator STAFFORD. Thank you very much.

Senator Quayle.

Senator QUAYLE. Thank you, Mr. Chairman.

First, I want to go back to Ms. Williams testimony and to ask you where we stand now in the negotiations with the Department of Education on getting the waiver of maintenance of effort. Where do we stand?

Ms. WILLIAMS. OK. We have not started that process yet. The reason is that in 1982 we did have our local districts absorb the excess costs. So it was not until the following year that we experienced a drop. Then we also in that year made only our initial fiscal report. Our final fiscal report on the carryover year of funding which was not ready to go in until recently. In other words, we have not yet submitted to the Department of Education our report which will show that our effort was reduced in that particular year. So we have not yet begun that.

My statements about waiver were mainly based upon precedent, on the language of the regulations, and on the language in the comment section of the Federal regulations that have basically said that if your legislature could potentially have had control over your expenditure level the waiver would not be applicable. It would not qualify. Waivers are only for acts of God, unforeseen kinds of circumstances. Tax cutting measures, cost saving measures at the State level are not generally considered to be appropriate bases for waivers.

Now, that does not mean we are not going to try to obtain a waiver, but we are afraid that the kind of interpretations that have been given to the waiver provisions will make it difficult for us to qualify.

Senator QUAYLE. Well, the way I understand it is that the decline came in 1982 and 1983, in the money?

Ms. WILLIAMS. Right.

Senator QUAYLE. And there was not a decline in the State assembly's actual appropriation.

Ms. WILLIAMS. No.

Senator QUAYLE. It was on a supplemental appropriation. Is that correct?

Ms. WILLIAMS. It is correct. But our effort in Indiana is made up of a combination of State and local funds because when we first started the program in the 1960's, the State was not putting any money into adult basic education. That came later.

So we had a documented local effort first. Then when the State funds were added in, we had a State plus local effort. Even though we have a State appropriation which is capped, our local districts up to that time would just spend whatever they needed to spend to pay the local teachers, send the bill to the State, and they would be reimbursed.

Prior to 1982, whenever those excess costs were submitted, the State had come up with a supplemental to cover the difference. In this particular year, they felt the money was just not there due to the State's economic crisis and this meant that that level of funding could not be sustained by the local districts and they dropped back. They did reduce their effort which, in turn, reduced our overall State/local effort.

But it is true that our legislature did not decrease the funding.

Senator QUAYLE. The legislature did not decrease. Now, what would happen if, in fact, the waiver would not be granted?

Ms. WILLIAMS. The way the waiver provisions read you would have a one-time—if the waiver would not be granted, we would lose our entire Federal grant is the way it is now written.

If we got a waiver, we would have a one-time reduction in our Federal allotment in the amount that we dropped in our effort. Then that effort would need to be again reinstated in the subsequent year. But if you do not get a waiver, there is really nothing that you can do.

Senator QUAYLE. When will you be filing for that?

Ms. WILLIAMS. Shortly.

Senator QUAYLE. I might indulge the Chair some time later on in the parameters of "shortly" to have some help that we may need to exert your influence in trying to straighten out an interpretation of this waiver for maintenance of effort, because we went through a tough time in Indiana and there was not a supplemental appropriation that went through one year, but the basic funding was not cut back. Indiana is 200 percent above in its matching, and I think that once we get everything laid out, we will see, hopefully, that the waiver should, in fact, be granted. But I will talk to you a little later about that.

I have a couple of questions for the panel. First, can you tell me what kind of coordination you have in adult education with other Federal programs; that is, Job Training Partnership Act, vocational education. Dr. Walden.

Dr. WALDEN. We have just received a contract from JTPA where we do all their basic education. Since Christmas we have started 106 classes along with JTPA, where we do the basic education and they do the job training.

We have good cooperation with the adult vocational program. We use their facilities, and they refer people to us. We have a good relationship with the 2-year colleges, which is outside the Department of Education in Alabama. We fund them. We use their facilities. We have good cooperation.

The four-institutions are furnishing volunteers for our program. We know this is of interest to the administration. We could not have our program in Alabama at $64 per learner if we did not have lots of volunteers.

Senator QUAYLE. Are there ways that this coordination and coperation with JPTA and voc-ed and adult education can be improved? I see Mr. Cretella shaking his head yes so I will let him go ahead and respond on how we might be able to improve communication on those.

Mr. CRETELLA. In my State, the Joint Partnership Training Act is so political at this point.

Senator QUAYLE. What State are you?

Mr. CRETELLA. Connecticut. I would have to describe it as probably worse than the CETA situation at this point.

Senator QUAYLE. Do not say that. [Laughter.]

Mr. CRETELLA. It is simply excluding everything that exists presently, Senator. It is excluding the services and the service providers that are in existence now.

Senator QUAYLE. Maybe they are trying to improve things.

Mr. CRETELLA. But that does not mean throwing the baby out with the bath water.

Senator QUAYLE. No. But there is no harm in change. If they are going to change the service things, the way it is set up is that they cannot do this by themselves. There has got to be a joint effort. You have to have the business community agreeing with the public officials. So there must be some question about whether the past people were delivering services properly. Would that not be the case?

Mr. CRETELLA. I think that is the problem. All the entities that ought to be part of a PIC, for example, the Private Industry Councils, are not part of it.

Senator QUAYLE. Who is not a part of it that should be a part of it?

Mr. CRETELLA. Education.

Senator QUAYLE. Education people are not on the PIC council? If you read the law, we specifically mention education people in there that should be a part of the PIC council. Now, if there is lack of compliance with the law, then the plan will not be approved.

Mr. CRETELLA. Well, the few that are on the council are just totally outnumbered by the others that are on the council, and the second problem is——

Senator QUAYLE. Who put them on the council?

Mr. CRETELLA. Whoever the appointing person was within that area.

Senator QUAYLE. Who put them on the council? The people that put them on the council are the public officials.

Mr. CRETELLA. Right.

Senator QUAYLE. There is politics you are talking about, but you have politics different on each side, politics based upon a recommendation from the private sector.

So this thing is not even off the ground yet. So I really do not appreciate, you know, saying it is politicized and it is not going to work. Now, my question is how can we get better communication between adult education, JTPA and vocational education?

Mr. CRETELLA. By including everybody as part of the effort.

Senator QUAYLE. OK. Now, how are we going to include everybody in the relationship with adult education and also with JTPA and vocational education, between those two entities?

Mr. CRETELLA. I would imagine better communication.

Senator QUAYLE. Is there any specific way that you can do that?

Mr. CRETELLA. Well, some of us as local educators have tried to contract members of a Private Industry Council with very little success, simply to find out what they are doing. I am in a 16-town council area, and it is the New Haven area. The general concensus is that the Joint Partnership Training Act funds are mainly going to benefit the large cities because they seem to think that is where the only programs are.

So therefore, the other 14 towns or 15 towns are pretty much on the outside looking in, and there is now an awful lot we, as local educating agencies, can do about it.

Senator QUAYLE. What you can do about it is you can work through the local service delivery areas. I do not know what the map looks like in Connecticut, the map that was drawn up by the governor there.

Mr. CRETELLA. That is easier said than done.

Senator QUAYLE. And the way that is provided is to make sure that we had as much consensus as possible with the private sector and the public officials.

Ms. Williams, the question is on how do we get more communication and coordination between these Federal programs.

Ms. WILLIAMS. I think you just have to work at it. We assigned one of our staff members just to go out and knock on doors and talk to people in the local delivery areas and to try to be a linker between the service delivery area people and the education people in adult education.

We had had quite a few programs of ours, over 20, getting funding under CETA, and so with the shift in emphasis to the local delivery area and the decisions being made at the local delivery area level, we had an educational job to do to let them know that this kind of a problem existed.

One of the factors in JTPA is that it stresses performance. It stresses job placement. One of the natural tendencies is to, quote, "cream," to get those that are the furthest along, the most readily trainable, to get them in and to quickly get them into jobs for the purposes of placement. That is not bad.

But what has happened is that there is less of an incentive under JTPA than there was under CETA to try to deal with some of these lower level people, some of the illiterate population, because of how long it is going to take them to succeed, how far they are away from jobs, and also because of the need of many of them for some kind of subsidies while they are going to school, which is

something that is not there under JTPA that was there under CETA.

I am not necessarily advocating that there be subsidies. I am just saying that that is one of the things that is different and makes it more difficult to serve our priority target population with JTPA.

However, we did a survey of our service delivery areas in Indiana. There is over $900,000 being committed to ABE GED services, more of it at the GED level than ABE, and we are participating in the 8 percent along with our State vocational board and are making some special grants through that for adult basic education as well, and I feel like our working relationship has been pretty good.

Senator QUAYLE. I have just one final question. What has been the most effective method that you all have used in getting clients into your program?

Dr. WALDEN. Other successful learners, telling one "I have been enrolled in a program". Every time I go into a class, I ask, "How did you find out about our program?" And 90 percent of them will say my sister, my friend, my relative told me about the program, and they would come and join it. So success breeds success.

Ms. WILLIAMS. I think that is true in Indiana as well. I think that the more you publicize the program, the more you deal with groups and agencies and churches and so forth that are in touch with the people we need to serve.

If your welfare office knows about you, if your employment service office knows about you, they can refer the clients to you when they come across them and cannot serve them as they are doing business.

I would say next to word of mouth, that referral process has probably been the most effective recruitment tool.

Senator QUAYLE. Mr. Cretella.

Mr. CRETELLA. We have pretty much the same thing. We just have a network of every agency and every ethnic organization, anyone who might have this kind of learner is part of our advisory board and part of our network, and they distribute our literature. They do bring people by the hand to some of our centers, and they just provide us with where these people are and they are very cooperative in bringing them to all the learning centers.

I think that is how this has to be done, just this cooperative network of every agency, public and private, working together, identifying people and bringing them to the centers.

Senator QUAYLE. Thank you, Mr. Chairman.

Senator STAFFORD. Thank you very much, Senator Quayle.

Thank you very much all members of the panel.

We will now ask the last panel scheduled for this morning, Dr. Gary Eyre, executive director, American Association for Adult and Continuing Education from Washington, and Mr. Rick Ventura, executive director National Advisory Council on Adult Education. If they would come forward.

We welcome you here. We would appreciate if you could summarize your statements which will appear in the record in full, in about 5 minutes. As the Chair said, we have a date with the Vice President and the Majority Leader starting in 3 minutes, and I may have to explain why I did not get there on time.

Dr. Eyre, you are on.

STATEMENTS OF DR. GARY EYRE, EXECUTIVE DIRECTOR, AMERICAN ASSOCIATION FOR ADULT AND CONTINUING EDUCATION, WASHINGTON, DC, AND RICK VENTURA, EXECUTIVE DIRECTOR, NATIONAL ADVISORY COUNCIL ON ADULT EDUCATION, WASHINGTON DC

Dr. EYRE. Thank you, Senator Stafford. I need to take 30 seconds of my 5 minutes and hand out some bouquets and those are particularly to you in light of the energies and so forth that you have put forth in supporting adult continuing education and particularly for the arrangement that you recently made, even though you are going to Geneva and will not be able to join us for the arrangements you made for our leadership seminar in legislation, coming up shortly.

I also want to thank particularly Ms. Gault on the majority side and Mr. Evans on the minority side for their energies that they put forward in examining this act in the course of the last couple of weeks and your staff of this subcommittee are to be commended for those activities.

Senator STAFFORD. Thank you for the kind words.

Dr. EYRE. I want to just highlight a couple of items in my testimony. I certainly agree with many of the comments that were made today and particularly in light of the magnitude of the problem which is outlined in our testimony as well.

But I did want to point out for the record and for you, Senator Stafford, which you are fairly familiar with, a couple of charts that are in our testimony that, thanks to Mr. Delker from the Department of Education, was provided to us, which gives you a comparison for particularly your State as an example of the allocation levels, and on my second chart, the eligible population within the State of Vermont or any State relative to the 1980 census, which highlights 61 million adults who are eligible in the program.

My statement will address some technical amendments to the act. We certainly want the act to be sustained as a categorical program, but let me touch on a couple of items and support, to some degree, some of the comments of Secretary Bell and others.

Our association is cognizant that we do not have sufficient data and demography about the need of the potential clients that we have. We are concerned about the present outreach to the client and the impact that the program since 1965 has had.

The last national study that has really been utilized was the adult performance level that Dr. Bell talked about. Therefore, our association is in agreement for a need for additional data gathering, Senator Stafford.

But in light of that, we would like to see a national data panel in place who could work in concert with Secretary Bell and bis office to develop that kind of an assessment device so that you, then, have access in your decisionmaking process to the kinds of data you need to make those decisions.

I agree and our association is in agreement with the elimination of the maintenance of effort proviso. It has not been overly functional. I think it creates, on the part of the States, false informa-

tion to our association and to the Government in that most States do not fully disclose of their match.

So we would like to see that eliminated, the maintenance of effort, but we would like to see a sliding scale on the match now to greater reflect the present match that is going on and to encourage, as Mrs. Williams indicated, greater financial commitments by local and State education agencies.

In my testimony, you will see that sliding scale from 90–10, 80–20, 60–40 and then if you could look at the last 2 years of the legislation, holding it at 50–50.

We agree with the State plan format. It has been functional for your State and the other 56 States and territories for a number of years, and certainly through the participatory planning process brings about involvement in short- and long-range planning at the State level.

Secretary Bell wants some discretionary funds in the old 309 category, and our association is on public record with him in support of that discretionary effort. However, in discussing this with many of our colleagues, we would like to look at a trigger mechanism for that so that immediately those 5 percent or whatever percent of them it might be would not come off the top of the State grant program.

So we are asking you to look at a trigger mechanism that once we get at $125 million level for the act, then the trigger would be affectuated and the Secretary could then take between 2 and 5 percent of that, once we reach that level.

We were at 122.6 in 1980. We need to get back to that level in light of the tremendous needs that we have.

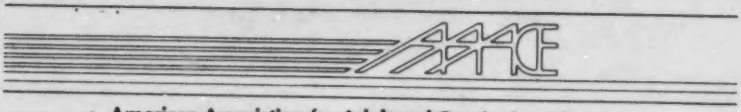
In the authorization for appropriation, Secretary Bell indicated that they were holding a $100 million level. We would like to see the authorization for the appropriation in your legislation actually use the consumer price index and start with a floor and then graduate that, at least on the consumer price index figures that we put together in 1980.

Recognizing your time commitment and some time for Mr. Ventura, we will continue to work diligently with your staff, with David and with Polly who have been exceptional supporters for us and that open door policy has really affectuated some dialog and will continue to do that as you put this legislation together to serve some 61 million adults in this country.

Thank you, Senator.

Senator STAFFORD. Thank you very much, Dr. Eyre.

[The prepared statement of Dr. Eyre follows:]



• American Association for Adult and Continuing Education •

Statement To The

United States Senate

Committee on Labor and Human Resources

Subcommittee on Education, Arts, and the Humanities

Honorable Robert T. Stafford, Chairman

ADULT EDUCATION ACT

Submitted by

American Association for Adult and Continuing Education

Statement Presented By

Gary A. Eyre, Executive Director

March 20, 1984

• 1201 SIXTEENTH STREET, N.W., SUITE 301 • WASHINGTON, D.C. 20036 (202) 822-7866 •

REAUTHORIZATION OF THE ADULT EDUCATION ACT

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Chairman Stafford and members of the Subcommittee, I am Gary Eyre, Executive Director of the American Association for Adult and Continuing Education. On behalf of our Board of Directors and nearly 6,000 members of the Association, I appreciate this opportunity to present testimony concerning the reauthorization of the Federal Adult Education Act (P.L. 91-230, as amended).

Since 1965, a significant effort has been made by the Federal Government, state education agencies, local jurisdictions, the private sector and volunteers to address the problem of basic education skill development for adults. The adult education effort under provisions of P.L. 91-230, as amended, is without doubt one of the soundest dollar investments the Federal Government has ever made in the education arena. I base my evaluation of the program from the perspective of 25 years of experience in this program as a local administrator, State Director of Adult Education, the former Executive Director of the National Advisory Council on Adult Education, and presently as Director of the American Association for Adult and Continuing Education.

In the 19 years since 1965, the program's initial year, more than $1 billion has been appropriated to the states for provision of basic education opportunities for adults through twelfth grade competency for out-of-school adults sixteen years of age and older. Under this cooperative partnership

effort, funds are allocated to the states on the basis of a formula contained in the legislation. Attached (Appendix A) are the allotments for FY84 and FY85 for each of the states. Local projects, to be conducted by local education agencies and public or private nonprofit agencies, organizations, and institutions, are approved by the State education agency on the basis of need and resources available.

The Federal adult education program has been most meaningful and one of this nation's soundest human and financial commitments. Unfortunately, the needs for adult basic education, which were identified initially by Congress as categorical in nature, have not markedly diminished in spite of the record of accomplishments. The numbers of adults needing and seeking adult basic education and literacy resources continues to swell. The 1980 census report identified 61 million adults over age 16 having less than the completion of secondary education. 23 million adults are functionally illiterate, according to the April 26, 1983 report, A Nation at Risk by the National Commission on Excellence in Education.

Illiteracy makes us all losers. An illiterate adult earns 42 percent less than a high school graduate. American industry wants employees with basic literacy skills. One-fifth of our nation's adults cannot make informed decisions because they cannot READ. Adults are wage earners, adults are consumers, voters, policy makers and parents. No longer is a child-centered educational system sufficient to meet the educational needs of each member of society.

Few can argue that education should not be the responsibility of the individual state. However, certain problems are evident across all states and create the need for a concentrated effort with a National and Federal priority for solving problems of concern to all states. Our nation's educational system was built upon the assumption that a free and enlightened electorate could be developed through education. As we have grown as a nation, demands for an enlarged educational system have grown likewise. More and more we are accepting the realization that learning is a continuous lifelong process and that there must be a comprehensive system that provides for the education of adults. Equality of educational opportunity is a right to which all Americans can aspire. A significant part of that opportunity must be directed at the illiterate adult or marginally educated persons beyond compulsory school age.

As this Subcommittee develops legislation for the reauthorization of the Adult Education Act, our Association recommends consideration of the following amendments to the present Act:

- National Data Panel
- 90/10 match sliding scale
    1. 90/10
    2. 80/20
    3. 60/40
    4. 50/50
    5. 50/50

- Elimination of the maintenance of effort
- State Plan format
- Discretionary set aside with trigger
- State and local administrative costs
- Authorization for appropriate base using the Consumer Price Index (CPI)
- Percentum for institutionalized persons
- Percentum for equivalency certificate program
- National and State Advisory Councils
- Elimination of sections 311 - 316 - 317 - 318

In addition to the specifics of these eleven items, I am prepared to react to the proposed Bill submitted to the President of the Senate by Secretary Bell on February 13, 1984.

The Association and any one of our seven divisions or 41 program units including the National Council of State Directors of Adult Education would be pleased to submit local and individual state supportive documentation concerning the Adult Education Act operation and the need to sustain a National effort providing adult basic education and secondary adult education opportunities for millions of adults in our nation.

APPENDIX A

ADULT EDUCATION
COMPARISON OF STATE ALLOTMENTS AND MAXIMUM AMOUNTS ALLOWABLE FOR STATE ADMINISTRATION

FISCAL YEARS 1984 AND 1985

State or Territory	COMPARISON OF STATE ALLOTMENTS			COMPARISON OF MAXIMUM AMOUNTS ALLOWABLE FOR STATE ADMINISTRATION		
	FY 1984	FY 1985	AMOUNT OF INCREASE	FY 1984	FY 1985	AMOUNT OF INCREASE
Total:	$95,000,000	$100,000,000	$5,000,000	$4,523,809	$4,761,905	$238,096
Alabama	1,925,238	2,027,174	101,886	77,239	81,838	5,599
Alaska	250,035	245,265	5,170	50,000	50,000	-0-
Arizona	1,018,458	1,068,329	49,871	50,000	50,000	-0-
Arkansas	1,226,460	1,288,260	61,780	50,000	52,653	2,653
California	7,701,939	8,135,355	433,416	328,989	332,445	27,456
Colorado	918,090	962,172	44,082	50,000	50,000	-0-
Connecticut	1,219,745	1,281,139	61,394	50,000	52,352	2,352
Delaware	168,811	179,901	11,090	50,000	50,000	-0-
Florida	3,410,125	3,627,271	216,946	157,670	169,466	11,796
Georgia	2,639,471	2,795,346	155,874	105,851	113,658	7,807
Hawaii	430,881	447,002	16,121	50,000	50,000	-0-
Idaho	429,743	445,824	16,081	50,000	50,000	-0-
Illinois	4,351,586	4,617,144	265,558	179,264	192,492	13,228
Indiana	2,176,348	2,292,644	116,296	87,312	93,687	6,375
Iowa	1,090,449	1,144,422	53,973	50,000	50,000	-0-
Kansas	879,966	921,754	41,888	50,000	50,000	-0-
Kentucky	1,932,101	2,034,590	102,289	77,521	83,142	5,621
Louisiana	1,968,181	2,072,753	104,360	78,969	84,701	5,732
Maine	546,564	569,123	22,559	50,000	50,000	-0-
Maryland	1,701,677	1,790,730	89,053	68,263	73,176	4,907
Massachusetts	1,995,679	2,101,605	105,926	80,063	85,880	5,817
Michigan	3,474,486	3,612,414	187,928	137,185	147,618	10,233
Minnesota	1,397,549	1,469,147	71,598	56,267	60,035	3,968
Mississippi	1,310,780	1,377,398	66,619	52,586	56,286	3,700
Missouri	2,121,229	2,234,362	113,133	85,100	91,325	6,205
Montana	384,760	398,233	13,473	50,000	50,000	-0-
Nebraska	623,518	650,693	27,175	50,000	50,000	-0-
Nevada	390,132	403,913	13,781	50,000	50,000	-0-
New Hampshire	442,721	459,621	16,900	50,000	50,000	-0-
New Jersey	2,867,685	3,023,617	155,932	115,047	123,559	8,512
New Mexico	597,121	622,782	25,661	50,000	50,000	-0-
New York	6,812,323	7,186,087	381,784	273,397	293,671	20,274
North Carolina	2,535,761	2,698,843	162,552	117,900	126,611	8,711
North Dakota	327,980	341,075	13,095	50,000	50,000	-0-
Ohio	4,097,674	4,324,236	226,562	164,392	176,706	12,314
Oklahoma	1,289,704	1,355,113	65,409	51,761	55,375	3,614
Oregon	925,619	970,133	44,514	50,000	50,000	-0-
Pennsylvania	4,740,345	5,001,797	261,452	190,175	204,475	14,300
Rhode Island	551,451	574,480	23,029	50,000	50,000	-0-
South Carolina	1,626,090	1,710,805	84,715	65,236	69,910	4,674
South Dakota	388,982	402,697	13,715	50,000	50,000	-0-
Tennessee	2,287,251	2,409,911	122,660	91,761	98,479	6,718
Texas	5,901,267	6,231,341	330,074	236,749	254,618	17,869
Utah	482,322	501,388	19,066	50,000	50,000	-0-
Vermont	314,497	323,917	9,420	50,000	50,000	-0-
Virginia	2,358,691	2,485,451	126,760	94,627	101,566	6,939
Washington	1,795,356	1,961,090	65,734	51,968	55,620	1,652
West Virginia	1,050,744	1,102,444	51,695	50,000	50,000	-0-
Wisconsin	1,750,179	1,831,441	81,262	69,813	74,840	5,027
Wyoming	273,236	280,308	7,072	50,000	50,000	-0-
Dist. of Columbia	799,238	813,542	14,304	50,000	50,000	-0-
Puerto Rico	1,913,766	2,029,694	101,798	77,178	82,773	5,595
American Samoa	139,265	139,265	-0-	25,000	25,000	-0-
Guam	244,720	244,720	-0-	25,000	25,000	-0-
No. Mariana Is.	72,170	74,264	2,684	25,000	25,000	-0-
Trust Territory	281,804	311,904	28,100	25,000	25,000	-0-
Virgin Islands	229,535	235,247	16,511	25,000	25,000	-0-

*If less maximum allowable for State administration on a nationwide basis is available to it for the same fiscal year, the State administration for FY 1985 shall be limited to the lesser amount. For purposes of this paragraph, an increase of $5,000,000 or less in allotment, whichever is greater.

**If less maximum allowable for State administration on a nationwide basis is $3,761,905 or less for the same fiscal year, the State administration for FY 1985 shall be limited to the lesser amount. For purposes of this paragraph, an increase of $5,000,000 or less in allotment, whichever is greater.

11/28/84

ADULT EDUCATION GRANTS TO STATES APPENDIX B

(July 1, 1983--June 30, 1984)

Adult Education Act, P.L. 91-230, as amended. Second Continuing Resolution for FY 1983 House Joint Resolution 631)

State or Territory	1/ FY 1984 Allotments		2/ Maximum Amounts Allowable for State Administration		1980 Census Eligible Population	3/Percent of Total
Total:	95,000,000		4,523,809		61,205,719	100.00
Alabama	1,825,294		77,229		1,259,800	2.06
Alaska	340,095		50,000		63,936	0.10
Arizona	1,018,558		50,000		616,640	1.01
Arkansas	1,226,460		50,000		763,890	1.25
California	7,701,539		308,589		5,359,094	8.76
Colorado	918,890		50,000		545,061	0.89
Connecticut	1,219,765		50,000		759,135	1.24
Delaware	302,511		50,000		148,250	0.24
Florida	3,930,125		157,670		2,682,496	4.38
Georgia	2,439,472		105,891		1,766,608	2.89
Hawaii	430,881		50,000		199,329	0.33
Idaho	429,762		50,000		198,537	0.32
Illinois	4,392,598		174,364		3,011,391	4.92
Indiana	2,176,369		87,312		1,437,961	2.35
Iowa	1,059,449		50,000		667,372	1.09
Kansas	879,846		50,000		517,936	0.85
Kentucky	1,932,301		77,521		1,266,277	2.07
Louisiana	1,862,383		78,969		1,290,589	2.11
Maine	546,364		50,000		281,416	0.46
Maryland	1,781,477		68,269		1,101,119	1.80
Massachusetts	1,995,628		80,063		1,309,752	2.14
Michigan	3,424,486		137,385		2,323,679	3.80
Minnesota	1,397,549		56,067		885,930	1.45
Mississippi	1,310,780		52,586		823,726	1.35
Missouri	2,121,329		85,100		1,398,846	2.29
Montana	384,760		50,000		166,593	0.27
Nebraska	623,518		50,000		336,022	0.55
Nevada	392,137		50,000		170,605	0.28
New Hampshire	462,721		50,000		207,726	0.34
New Jersey	2,867,685		115,047		1,928,555	3.15
New Mexico	597,121		50,000		317,291	0.52
New York	6,802,303		272,892		4,770,686	7.71
North Carolina	2,930,791		117,602		1,979,014	3.23
North Dakota	377,990		50,000		161,789	0.26
Ohio	4,097,634		164,392		2,801,396	4.58
Oklahoma	1,289,784		51,741		808,770	1.32
Oregon	925,619		50,000		550,404	0.90
Pennsylvania	4,740,345		190,175		3,257,454	5.32
Rhode Island	551,451		50,000		284,882	0.47
South Carolina	1,626,990		65,276		1,047,480	1.71
South Dakota	388,982		50,000		169,389	0.28
Tennessee	2,287,251		91,761		1,516,861	2.48
Texas	5,901,267		236,748		4,081,281	6.67
Utah	492,222		50,000		235,755	0.39
Vermont	314,497		50,000		116,732	0.19
Virginia	2,358,691		94,627		1,567,357	2.56
Washington	1,295,356		51,962		811,781	1.33
West Virginia	1,050,749		50,000		639,700	1.04
Wisconsin	1,740,179		69,813		1,128,441	1.84
Wyoming	273,236		50,000		87,452	0.14
Dist. of Columbia	399,230		50,000		176,867	0.29
Puerto Rico	1,923,744		77,178		1,256,720	2.06
American Samoa	139,765		25,000		*8,511	
Guam	244,720		25,000		*21,162	
No. Mariana Is.	72,375		25,000		*3,705	*1970 Census
Trust Territory	243,805		25,000		*33,490	
Virgin Islands	209,836		------		*22,895	

1/ Distribution of 99 percent of the total is based on initial allocation of $150,000 to each State, the District of Columbia, and Puerto Rico and the balance distributed on the basis of population age 16 and over with less than a high school diploma (1980 Census), with no State receiving less than 90 percent of its 1983 allotment

Distribution of one percent based on an initial allocation of $50,000 to each Insular area and the balance distributed on the basis of population age 16 and over with less than a high school diploma (1970 Census), with no Area receiving

2/Maximum allowable for State administration on a nationwide basis = $4,523,809 (5 of 105 parts x $95,000,000).

Computations based on $50,000 minimum for States and $25,000 for Insular Areas, or 4.01% of State's allotment, whichever is greater.

3/Percentages are shown rounded. Computations are based on exact percentages.

Senator STAFFORD. Now, Mr. Ventura, we would be glad to hear from you.

Mr. VENTURA. Thank you, Senator. I appreciate the opportunity to present testimony on behalf of the council. In preparation of this testimony, the council scheduled nine national hearings on the reauthorization of the act. Approximately 200 knowledgeable witnesses testified before the council at those hearings.

We have considered the points raised in both formal testimony and informal conversation and have analyzed and debated the merits of those points. On the basis of those deliberations we have developed the following recommendations.

The council strongly urges the reauthorization of the Adult Education Act. To this end, the council has developed the following recommendations. During the several national hearings conducted by the council, the designation of special populations within the act was commented upon with great frequency.

Nearly 80 percent of those commenting on special populations called for their elimination from the act. The council, therefore, recommends specific references to designated populations be eliminated.

Three arguments were consistently advanced by those who commented on this issue. First, the existing legislation is intended to serve all adults 16 years of age or older who have neither a high school degree or its equivalency and are no longer required to be in school.

Second, the needs of special groups can be addressed through individual State plans. Third, references to special populations frequently result in duplication of effort.

As currently written, references to special populations include section 311, Special Projects of the Elderly; section 316, Improvement of Educational Opportunities for Adult Indians; and section 318, Adult Education Programs for Adult Immigrants.

Section 306, part (b)(11) of the act requires that special assistance be given to the needs of persons with limited English proficiency by providing a bilingual adult education program of instruction in English to the extent necessary to allow such persons to progress effectively through the adult education program in the native language of such persons.

As presently written, the act results in program cost increases in direct proportion to the number of different nationalities in a community. Virtually all those who addressed this issue to the council cited the lack of qualified instructors in several languages as an additional obstacle to satisfying the bilingual requirement.

It is the council's recommendation that all references in the act to bilingual education be eliminated and replaced with references to instruction in English as a second language or English for speakers of other languages.

Classes in English as a second language have consistently met the needs of those adult students not conversant in English yet desirous of developing those literacy skills necessary to progress effectively through adult education programs.

In the opinion of the council, such a change would not only be endorsed by the overwhelming majority of adult educators but

would more accurately reflect the educational and programmatic requirements of individual communities.

With respect to section 307, payments, the council recommends an increase in the State share of expenditures from 10 percent to 20 percent of the total and a decrease in the Federal share from 90 percent to 80 percent of the total expenditures.

The council forwards this recommendation with the understanding that such an increase in State expenditures would occur gradually over a specified period of time, perhaps 3 to 5 years, and that the States requirement of maintenance of effort be retained.

Section 309, "Research Development, Dissemination, Evaluation and Information Clearinghouse", has consistently received significant attention by those commenting to the council. In our opinion, there is an overwhelming need for the Department of Education to develop uniform, standardized reporting procedures for adult education program data from the States.

The great majority of adult educators and administrators insist that the collection of standardized data is not a burden. In fact, to the contrary, the collection of standardized data assists the States in evaluating program effectiveness.

Regarding section 312, State advisory councils. The council finds the existing language unnecessarily proscriptive. In order to reduce the restrictive nature of the existing legislation and encourage greater flexibility at the State level, the council recommends that elimination of the majority of this section as well as the rewording of part (b)(2) to read "Such a State advisory council shall advise the State agency to carry out the responsibility of the act."

With respect to section 313, the National Advisory Council on Adult Education. The council recommends part (b) to be reworded to read:

> The council shall consist of 15 members, a majority of whom shall be comprised of persons knowledgeable in business, industry and other endeavors in which adults are gainfully employed. Such council shall include persons knowledgeable in the field of education, State and local school officials and other persons having special knowledge and experience or qualifications with respect to adult education.

The council bases this recommended rewording on the sincere desire to insure the broadening of council membership beyond the educational community.

Although I have not commented on all the council's recommended changes, I would direct your attention to the copy of the existing legislation with all the council's recommendations clearly outlined which has been included with this testimony.

In developing these recommendations, it has been the intention of the National Advisory Council to insure the integrity of the act and to promote the most effective and efficient utilization of Federal resources.

[The prepared statement of Mr. Ventura follows:]

ADULT EDUCATION

STATEMENT TO THE

UNITED STATES SENATE

LABOR AND HUMAN RESOURCES

SUBCOMMITTEE ON

EDUCATION, ARTS, AND HUMANITIES

REAUTHORIZATION OF THE ADULT EDUCATION ACT

Submitted by

The National Advisory Council on Adult Education

Rick Ventura
Executive Director

March 20, 1984

NATIONAL ADVISORY COUNCIL ON ADULT EDUCATION

Mr. Chairman and Members of the Subcommittee:

I am Rick Ventura, Executive Director of the National Advisory Council on Adult Education. I appreciate the opportunity to represent the Council and to present testimony on the reauthorization of the Adult Education Act. My comments will be brief and to the point.

The Council has devoted considerable time and effort toward a thorough and thoughtful analysis of the Adult Education Act. Numerous site visitations and countless conversations with adult educators, administrators and students over the past two years have familiarized this Council with the programmatic impact of the existing legislation. In preparation of this testimony, the Council scheduled nationwide nine hearings on the reauthorization of the Act. Approximately 200 knowledgeable witnesses testified before the Council at those hearings. The Council has considered the points raised in both formal testimony and informal conversation. We have analyzed and debated the merits of those points and have, on the basis of those deliberations, developed the following recommendations which we respectfully submit for consideration.

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The Council strongly urges the reauthorization of the Adult Education Act. To this end, the Council has developed the following recommendations which embody changes of two types. The first category reflects changes of a technical nature or changes designed to enhance clarity, to simplify the language of the Act, and to emphasize basic educational opportunities and skills. For example, references in the Act to the "commissioner" be changed to read the "secretary".

The second category includes changes of a more substantive nature. During the several national hearings conducted by the Council, the designation of special populations within the Act was commented upon with great frequency. Nearly 80% of those commenting on special populations called for their elimination from the Act. Specifically, the vast majority of adult educators with whom we spoke regarding this issue strongly advocated the elimination of references to special populations. The Council, therefore, recommends specific references to designated populations be eliminated. Three arguments were consistently advanced by those tho commented on the issue:

a. The existing legislation is intended to serve all adults, sixteen years of age or older who have neither a high school degree or its equivalency and are no longer in school or required to be in school.

b. The needs of special groups can be addressed through individual state plans.

c. References to special populations frequently result in duplication of effort.

As currently written, references to special populations include: Section 311, "Special Projects of the Elderly"; Section 316, "Improvement of Educational Opportunities for Adult Indians"; Section 318, "Adult Education Program for Adult Immigrants."

Section 306, (b)(11) of the Act requires that, "special assistance be given to the needs of persons with limited English proficiency by providing a bilingual adult education program of instruction in English, and to the extent necessary to allow such persons to progress effectively through the adult education program in the native language of such persons....". As presently written, the Act results in program cost increases in direct proportion to the number of different nationalities in a community. Virtually, all those who addressed this issue to the Council sighted the lack of qualified instructors in several languages as an additional obstacle to satisfying the bilingual requirement.

It is the Council's recommendation that all references in the Act to "bilingual education" be eliminated and replaced with references to instruction in "English as a second language" or "English for speakers of other languages".

Classes conducted in English as a second language have consistently met the needs of those adult students not conversant in English, yet desirous of developing those literacy skills necessary to progress effectively through adult education programs. In the opinion of the Council, such a change would not only be endorsed by the overwhelming majority of adult educators but would more accurately reflect the educational and programmatic requirements of individual communities.

With respect to Section 307, "Payments", the Council recommends an increase in the State share of expenditures from 10% to 20% of the total and a decrease in the federal share from 90% to 80% of total expenditures.

The Council forwards this recommendation with the understanding that such an increase in state expenditures would occur gradually over a specified period of time, perhaps 3 to 5 years, and that the states requirement to maintain effort be retained.

Section 309, "Research, Development, Dissemination, Evaluation and Information Clearinghouse", has consistently received significant attention by those commenting to the Council. In the opinion of the Council, there is an overwhelming need for the Department of Education to develop uniform, standardized reporting procedures for adult education program data from the states. The great majority of adult educators and administrators insist that

the collection of standardized data is not a burden. In fact, to the contrary, the collection of standardized data assists the states in evaluating program effectiveness.

Regarding Section 312, "State Advisory Councils", the Council finds the existing language unnecessarily prescriptive. In order to reduce the restrictive nature of the existing legislation and encourage greater flexibility at the state level, the Council recommends the elimination of the majority of this section as well as a rewording of (b)(2) to read, "Such a State Advisory Council shall advise the state agency to carry out the responsibility of the Act."

At this point, the Council has included with this testimony a copy of the existing legislation with specific notations reflecting the Council's recommended changes.

With respect to Section 313, "The National Advisory Council on Adult Education", the Council recommends (b) be reworded to read, "The Council shall consist of fifteen members a majority of whom shall be comprised of persons knowledgeable in business, industry and other endeavors in which adults are gainfully employed. Such Council shall include persons knowledgeable in the field of education, state and local school officials, and other persons having special knowledge and experience or qualifications with respect to adult education."

The Council bases this recommended rewording on a sincere desire to ensure the broadening of Council membership beyond the educational community.

Lastly the Council recommends under Section 315, "Appropriations Authorized", that such sums as may be necessary for each succeeding year of the life of the reauthorized Act be authorized to be appropriated.

Although I have not commented on all the Council's recommended changes, I would once again call your attention to the included copy of the existing legislation with the Council's recommendations clearly outlined.

In developing these recommendations, it has been the intention of the Council to assure the integrity of the Act and to promote the most efficient and effective utilization of federal resources.

The Adult Education Act

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202/376-8892

Substitute "Secretary" for "Commissioner" and "Department of Education" for "Department of Health, Education, and Welfare."

COMMENTS

The Adult Education Act

Short Title

Sec. 301. This title may be cited as the "Adult Education Act".

Statement of Purpose

Sec. 302. It is the purpose of this title to expand educational opportunities for adults and to encourage the establishment of programs of adult education that will—

(1) enable all adults to acquire basic skills, ~~and~~ ~~to function in society~~,

(2) enable adults who so desire to continue their education to at least the level of completion of secondary school, and

(3) make available to adults the means to secure training that will enable them to become more employable, productive, and responsible citizens.

offer basic

educational

basic

and education

Definitions

Sec. 303. As used in this title—

(a) The term "adult" means any individual who has attained the age of sixteen.

(b) The term "adult education" means services or instruction below the college level (as determined by the Commissioner) for adults who—

(1) lack sufficient mastery of basic educational skills to enable them to function effectively in society or who do not have a certificate of graduation from a school providing secondary education and who have not achieved an equivalent level of education, and

(2) are not currently required to be enrolled in schools.

(c) The term "adult basic education" means adult education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, which is designed to help eliminate such inability and raise the level of education of such individuals with a view to making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment, and to making them better able to meet their adult responsibilities.

below the high school level

increase their education or

(d) The term "Commissioner" means the Commissioner of Education.

(e) The term "Community school program" is a program in which a public building, including but not limited to a public elementary or secondary school or a community or junior college, is used as a

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community center operated in conjunction with other groups in the community, community organizations, and local governmental agencies, to provide educational, recreational, cultural, and other related community services for the community that center serves in accordance with the needs, interests, and concerns of that community.

(f) The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools, except that, if there is a separate board or other legally constituted local authority having administrative control and direction of adult education in public schools therein, such term means such other board or authority.

(g) The term "State" includes the District of Columbia, the Commonwealth of Puerto Rico and (except for the purposes of section 208(a)) Guam, American Samoa, the Trust Territory of the Pacific Islands, the Northern Mariana Islands, and the Virgin Islands.

(h) The term "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools; or if there is a separate State agency or officer primarily responsible for supervision of adult education in public schools, then such agency or officer may be designated for the purpose of this title by the Governor or by State law. If no agency or officer qualifies under the preceding sentence, such term shall mean an appropriate agency or officer designated for the purposes of this title by the Governor.

(i) The term "academic education" means the theoretical, the liberal, the speculative, and classical subject matter found to compose the curriculum of the public secondary school.

(j) the term "institution of higher education" means any such institution as defined by section 801(a) of the Elementary and Secondary Education Act of 1965.

Grants to States

Sec. 204. (a) The Commissioner is authorized to make grants to States, which have State plans approved by him under section 205 for the purposes of this section, to pay the Federal share of the cost of (1) the establishment or expansion of adult basic

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education programs to be carried out by local educational agencies and by public or private non-profit agencies, organizations, and institutions and (2) the establishment or expansion of adult education programs to be carried out by local educational agencies and by public or private nonprofit agencies, organizations, and institutions. Grants provided under this section to States to carry out the programs described in the preceding sentence may be carried out by public or private nonprofit agencies, organizations, and institutions only if the applicable local educational agency has been consulted with and has had an opportunity to comment on the application of such agency, organization, or institution. The State educational agency shall not approve any application unless assured that such consultation has taken place. Each application shall contain a description of the cooperative arrangements that have been made to deliver services to adult students.

(b) Not more than 20 per centum of the funds granted to any State under subsection (a) for any fiscal year shall be used for the education of institutionalized individuals.

Allotment for Adult Education

Sec. 305. (a) From the sums available for purposes of section 304(a) for the fiscal [illegible] ending June 30, 1972, and for any succeeding fiscal year, the Commissioner shall allot (1) not more than 1 per centum thereof among Guam, American Samoa, the Trust Territory of the Pacific Islands, the Northern Mariana Islands, and the Virgin Islands according to their respective needs for assistance under such section, and (2) $1,50,000 to each State. From the remainer of such sums he shall allot to each State an amount which bears the same ratio to such remainder as the number of adults who do not have a certificate of graduation from a school providing secondary education (or its equivalent) and who are not currently required to be enrolled in schools in such State bears to the number of such adults in all States. From the sums available for purposes of section 304(a) for the fiscal year ending June 30, 1973, and the succeeding fiscal year, the Commissioner shall make allotments in accordance with section 309(a) of the Adult Education Act of 1966 as in effect on June 30, 1969.

(b) The portion of any State's allotment under subsection (a) for a fiscal year which the Commissioner determines will not be required, for the period such allotment is available, for carrying out the State plan approved under this title shall be available for reallotment from time to time, on such dates during such period as the Commissioner shall fix, to other States in

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proportion to the original allotments to such States under subsection (a) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Commissioner estimates such State needs and will be able to use for such period for carrying out its State plan approved under this title, and the total of such reductions shall be similarly reallotted among the States whose proportionate amounts are not so reduced. Any amount reallotted to a State under this subsection during a year shall be deemed part of its allotment under subsection (a) for such year.

State Plans

Sec. 308. (a) A State shall be eligible to receive its allotment under section 305 if—

(1) it has on file with the Commissioner a general State application under section 435 of the General Education Provisions Act, and

(2) it has submitted to the Commissioner at such times (not more frequently than one ~~every three years~~ five ~~, and in such detail, as the~~ Commissioner shall prescribe a State plan meeting the requirements of subsection (b).

(b) A State plan under this title shall—

(1) set forth a program for the use of funds provided under this title to carry out the purposes stated in section 302 with respect to all segments of the adult population in the State, including residents of rural areas, residents of urban areas with high rates of unemployment, adults with limited English language skills, and institutionalized adults;

(2) provide for the administration of the program by the State educational agency;

(3) describe the procedures the State will use to insure that in carrying out such program there will be adequate consultation, and reciprocal cooperation, and coordination among the State educational agency, State manpower service councils, State occupational information systems, and other agencies, organizations, and institutions in the State which operate employment and training programs or other educational or training programs for adults, and for coordination of programs carried on under this title with other programs, including reading improvement programs, designed to provide reading instruction for adults carried on by State and local agencies;

(4) identify (A) the needs of the population of the State for services authorized under this title, (B) the other resources in the State available to meet those needs, and (C) the goals the State will seek to achieve in meeting those needs over the period covered by the plan;

(5) provide that such agency will make available not to exceed 20 per centum of the State's allotment for programs of equivalency for a certificate of graduation from a secondary school.

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(6) provide for local control and fund-accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State under this title (including such funds paid by the State to local educational agencies and public or private nonprofit agencies, organizations, and institutions);

uniform reporting procedures that assure

(7) describe the means by which the delivery of adult education services will be significantly expanded through the use of agencies, institutions, and organizations other than the public school systems, such as business, labor unions, libraries, institutions of higher education, public health authorities, anti-poverty programs, and community organizations;

broadened

(8) describe the means by which representatives of business and industry, labor unions, public and private educational agencies and institutions, churches, fraternal and voluntary organizations, community organizations, State and local manpower and training agencies, and representatives of special adult populations, including residents of rural areas, residents of urban areas with high rates of unemployment, adults with limited English language skills, and institutionalized adults, and other entities in the State concerned with adult education have been involved in the development of the plan and will continue to be involved in carrying out the plan, especially with regard to the expansion of the delivery of adult education services through those agencies, institutions, and organizations;

describe the means by which representatives from the public and private sector are involved in the development and implementation of the plan, especially the expansion of the delivery of adult education services by cooperation and collaboration with those public or private agencies, institutions, and organizations.

(9) describe the efforts to be undertaken by the State to attract adult participants in adult education programs through flexible course schedules, convenient locations, adequate transportation, and meeting child care needs;

attract adults, particularly those requiring adult basic education, to programs to be offered and to assist their participation in such

(10) provide that special emphasis be given to adult basic education programs except where such needs are shown to have been met in the State;

(11) provide that special assistance be given to the needs of persons with limited English proficiency (as defined in section 703(a) of title VII of the Elementary and Secondary Education Act of 1965) by providing adult education programs of instruction in English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons, carried out in coordination with programs of bilingual education assisted under title VII and bilingual vocational education programs under the Vocational Education Act of 1976;

and those who speak other languages

English as a second language

(12) demonstrate that the special educational needs of adult immigrants in the State have been examined, and provide for the implementation of adult education and adult basic education programs for immigrants to meet existing needs;

(13) set forth the criteria by which the State will evaluate the quality of proposals from local agencies, organizations, and institutions; and

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"(4) provide such further information and assurances as the Commissioner may by regulation require, including information regarding the extent to which the goals of the program have been achieved during the preceding three years.

(c) The Commissioner shall not finally disapprove any State plan submitted under this title, or any modification thereof, without first affording the State educational agency reasonable notice and opportunity for a hearing.

Payments

Sec. 307. (a) The Federal share of expenditures to carry out a State plan shall be paid from a State's allotment available for grants to that State. The Federal share shall be ~~50 per centum~~ of the cost of carrying out the State's programs, except that with respect to Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands, the Federal share shall be 100 per centum. — 80 per centum

(b) No payment shall be made to any State from its allotment for any fiscal year unless the Commissioner finds that the fiscal effort per student or the amount available for expenditure by such State for adult education from non Federal sources for the preceding fiscal year was not less than such fiscal effort per student or such amount available for expenditure for such purposes from such sources during the second preceding fiscal year~~, but no State shall be required to use its funds to supplant any portion of the Federal share~~.

Operation of State Plans; Hearings and Judicial Review

Sec. 308. (a) Whenever the Commissioner, after reasonable notice and opportunity for hearing to the State educational agency administering a State plan approved under this title, finds that—

(1) the State plan has been so changed that it no longer complies with the provisions of section 305, or

(2) in the administration of the plan there is a failure to comply substantially with any such provision, the Commissioner shall notify such State agency that no further payments will be made to the State under this title (or, in his discretion, that further payments to the State will be limited to programs under or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this title (or payments shall be limited to programs under or portions of the State plan not affected by such failure).

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(b) A State educational agency dissatisfied with a final action of the Commissioner under section 308 or subsection (a) of this section may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record, the Commissioner may modify or set aside his order. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or part, any action of the Commissioner shall be final, subject to the review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action.

Research, Development, Dissemination, Evaluation, and Information Clearinghouse

SEC. 309. (a)(1) Subject to appropriations under this section, the Commissioner shall directly, and through grants and contracts with public and private nonprofit agencies, institutions, and organizations, carry out a program—

(A) to develop new and promising approaches and innovative methods which are designed to address those problems and which may have national significance or be of special value in promoting effective programs under this Act, including one-year grants to States to plan for the expansion of their systems for the delivery of adult education services;

(B) to determine, using appropriate objective evaluation criteria, which projects and approaches assisted under clause (A) and under section 310 of this Act have achieved their stated goals and are capable of achieving comparable levels of effectiveness at additional locations; and

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(C) disseminate throughout the Nation information about those approaches or methods pertaining to adult basic education which are most effective. By establishing and operating a clearing-house on adult education which shall collect, select, and disseminate to the public information pertaining to the education of adults, those approaches and methods of educating adults which are most effective, and ways of coordinating adult education programs with manpower and other education programs.

to improve efficiency of delivery and avoid duplication and unnecessary expense, as well as current research,

(2) The Commissioner shall directly, and through grants and contracts with public and private agencies, institutions and organizations, evaluate the effectiveness of programs conducted under section 304 of this Act.

By using uniform reporting procedures, the Secretary

(b) In addition to the responsibilities of the Director under section 405 of the General Education Provisions Act and subject to appropriations under this section, the Director of the National Institute of Education, in consultation with the Commissioner, shall directly and through grants and contracts with public and private agencies, institutions, and organizations, carry out a program to conduct research on the special needs of individuals requiring adult education.

(c) There are authorized to be appropriated for the purposes of this section ~~$9,500,000 for the fiscal year ending September 30, 1980, $9,500,000 for the fiscal year ending September 30, 1981, and $3,000,000~~ for each succeeding fiscal year prior to October 1, ~~1985~~. 1985.

Use of Funds for Special Experimental Demonstration Projects and Teacher Training

Sec. 310. Of the funds allotted to a State under section 308 for a fiscal year, not ~~more than 10~~ to exceed per centum shall be used for—

(1) special projects which will be carried out in furtherance of the purposes of this title, and which—

(A) involve the use of innovative methods, including methods for educating persons of limited English-speaking ability, systems, materials, or programs which may have national significance or be of special value in promoting effective programs under this title, or

(B) involve programs of adult education, including education for persons of limited English-speaking ability, which are part of community school programs, carried out in cooperation with other Federal, federally assisted, State, or local programs which have unusual promise in promoting a comprehensive or coordinated approach to the problems of persons with educational deficiencies; and

(2) training persons engaged, or preparing to engage, as personnel in programs designed to carry out the purposes of this title.

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Special Projects for the Elderly

Sec. 311. (a) The Commissioner is authorized to make grants to State and local educational agencies or other public or private non-profit agencies for programs to further the purpose of this Act by providing educational programs for elderly persons whose ability to speak and read the English language is limited and who live in an area with a culture different than their own. Such programs shall be designed to equip such elderly persons to deal successfully with the practical problems in their everyday life, including the making of purchases, meeting their transportation and housing needs, and complying with governmental requirements such as those for obtaining citizenship, public assistance and social security benefits, and housing.

(b) For the purpose of making grants under this section there are authorized to be appropriated such sums as may be necessary for the fiscal year ending June 30, 1973, and each succeeding fiscal year ending prior to October 1, 1982.

(c) In carrying out the program authorized by this section, the Commissioner shall consult with the Commissioner of the Administration on Aging for the purpose of coordinating, where practicable, the programs assisted under this section with the programs assisted under the Older Americans Act of 1965.

State Advisory Councils

Sec. 312. (a) Any State which receives assistance under this title may establish and maintain a State advisory council, or may designate and maintain an existing State advisory council, which shall be, or has been, appointed by the Governor or, in the case of a State in which members of the State board which governs the State education agency are elected (including election by the State legislature), by such board.

[(b)] Such a State advisory council shall include as members persons who, by reason of experience or training, are knowledgeable in the field of adult education or who are officials of the state educational agency or of local educational agencies of that State, persons who are or have received adult educational services, and persons who are representative of the general public.

(c) Such a State advisory council in accordance with regulations prescribed by the Commissioner, shall—

(A) advise the State educational agency on the development of, and policy matters arising in the administration of the State plan approved pursuant to section 309;

(B) advise with respect to long-range planning and studies to evaluate adult education programs, services, and activities assisted under this Act; and

(C) prepare and submit to the State educational agency, and to the National Advisory Council on Adult Education established pursuant to section 313, an annual report of its recommendations, accompanied by such additional comments of

shall advise the state agency in carrying out the responsibilities of this Act.

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the State educational agency as that agency deems appropriate.

(b) Upon the appointment of any such advisory council, the appointing authority under subsection (a) of this section shall inform the Commissioner of the establishment of, and membership of, the State advisory council. The Commissioner shall, upon receiving such information, certify that each such council is in compliance with the membership requirements set forth in subsection (b)(1) of this section.

(d) Each such State advisory council shall meet within thirty days after certification has been accepted by the Commissioner under subsection (c) of this section and select from among its membership a chairman. The time, place, and manner of subsequent meetings shall be provided by the rules of the State advisory council, except that each rules shall provide that each such council meet at least four times each year, including at least one public meeting at which the public is given the opportunity to express views concerning adult education.

(e) Each such State advisory council is authorized to obtain the services of such professional, technical, and clerical personnel as may be necessary to enable them to carry out their functions under this section.

National Advisory Council on Adult Education

Sec. 313. (a) The President shall appoint a National Advisory Council on Adult Education (hereinafter in this section referred to as the "Council").

(b) The Council shall consist of fifteen members who shall, to the extent possible, include persons knowledgeable in the field of adult education, State and local public school officials, and other persons having special knowledge and experience, or qualifications with respect to adult education, including education for persons of limited English-speaking ability in which instruction is given to English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons, and persons representative of the general public. The Council shall meet initially at the call of the Commissioner and elect from its number a chairman. The Council will thereafter meet at the call of the chairman, but not less often than twice a year. Subject to section 448(b) of the General Education Provisions Act, the Council shall continue to exist until October 1, 1984.

(c) The Council shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including policies and procedures governing the approval of State plans under section 310 and policies to eliminate duplication, and to effectuate the coordination of programs under this title and other programs offering adult education activities and services.

a majority of whom shall be comprised by persons knowledgeable in business, industry, and other endeavors in which adults are gainfully employed. Such Council shall include persons knowledgeable in the field of education, state and local public school officials, and other persons having special knowledge and experience, or qualifications with respect to adult education.

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(d) The Council shall review the administration and effectiveness of programs under this title, make recommendations with respect thereto, and make annual reports to the President of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to adult education activities and services). The President shall transmit each such report to the Congress together with his comments and recommendations. The Secretary of Health, Education, and Welfare shall coordinate the work of the Council with that of other related advisory councils.

Limitation

Sec. 314. No grant may be made under this title for any educational program, activity, or service related to sectarian instruction or religious worship, or provided by a school or department of divinity. For purposes of this section, the term "school or department of divinity" means an institution or a department or branch of an institution whose program is specifically for the education of students to prepare them to become ministers of religion or to enter upon some other religious vocation, or to prepare them to teach theological subjects.

Appropriations Authorized

Sec. 315. (a) Except as otherwise provided, there are authorized to be appropriated $210,000,000 for fiscal year 1978, $230,000,000 for fiscal year 1980, $[illegible]00,000 for fiscal year 1981, $[illegible]00,000 for fiscal year 1982, and $[illegible]00,000 for fiscal year 1983 to carry out the provisions of this title.

(b) There are further authorized to be appropriated for each such fiscal year such sums not to exceed 5 per centum of the amount appropriated pursuant to subsection (a) for that year as may be necessary to pay the cost of the administration and development of State plans, and other activities required pursuant to this title. The amount provided to a State under this subsection shall not be less than $50,000 for any fiscal year, except that such amount shall not be less than $25,000 in the case of Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands.

Improvement of Educational Opportunities for Adult Indians

Sec. 316. (a) The Commissioner shall carry out a program of making grants to State and local educational agencies, and to Indian tribes, institutions, and organizations, to support planning, pilot, and demonstration projects which are designed to plan for, and test and demonstrate the effectiveness of, programs for providing adult education for Indians—

(1) to support planning, pilot, and demonstration projects which are designed to test and demonstrate the effectiveness of programs for improving employment and educational opportunities for adult Indians;

COMMENTS

*Sec. 315(a) The total amount of appropriations to carry out the Adult Education Act shall not exceed $100,000,000 for each of the fiscal years 1982, 1983, and 1984.

For the purpose of carrying out this Act there shall be authorized to be appropriated an amount which equals the dollar amount commensurate with the requirements of this Act for fiscal year 1985 and such sums as may be necessary for each succeeding year.

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COMMENTS

(2) to assist in the establishment and operation of programs which are designed to stimulate (A) the provisions of basic literacy opportunities to all nonliterate Indian adults, and (B) the provision of opportunities to all Indian adults to qualify for a high school equivalency certificate in the shortest period of time feasible;

(3) to support a major research and development program to develop more innovative and effective techniques for achieving the literacy and high school equivalency goals;

(4) to provide for basic surveys and evaluations thereof to define accurately the extent of the problems of illiteracy and lack of high school completion among Indians;

(5) to encourage the dissemination of information and materials relating to, and the evaluation of the effectiveness of, education programs which may offer educational opportunities to Indian adults.

(b) The Commissioner is also authorized to make grants to Indian tribes, Indian institutions, and Indian organizations to develop and establish educational services and programs specifically designed to improve educational opportunities for Indian adults.

(c) The Commissioner is also authorized to make grants to, and contracts with, public agencies and institutions, and Indian tribes, institutions, and organizations for—

(1) the dissemination of information concerning educational programs, services, and resources available to Indian adults, including evaluations thereof, and

(2) the evaluation of the effectiveness of federally assisted programs in which Indian adults may participate in achieving the purposes of such programs with respect to such adults.

(d) Applications for a grant under this section shall be submitted at such time, in such manner, and contain such information, and shall be consistent with such criteria, as may be established as requirements in regulations promulgated by the Commissioner. Such applications shall—

(1) set forth a statement describing the activities for which assistance is sought;

(2) provide for an evaluation of the effectiveness of the project in achieving its purposes and those of this section.

The Commissioner shall not approve an application for a grant under subsection (a) unless he is satisfied that such application, and any documents submitted with respect thereto, indicate that there has been adequate participation by the individuals to be served and tribal communities in the planning and development of the project, and that there will be such a participation in the operation and evaluation of the project. In approving applications under subsection (a), the Commissioner shall give priority to applications from Indian educational agencies, organizations, and institutions.

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COMMENTS

[redacted] For the purpose of making grants under this section there are hereby authorized to be appropriated $5,000,000 for the fiscal year ending June 30, 1975, and $7,500,000 for each of the succeeding fiscal years ending prior to October 1, 1980.

Sec. 317 Repealed

Adult Education Program for Adult Immigrants

Sec. 318. (a) The Commissioner is authorized to enter into grants and contracts with State and local education agencies and other public or private nonprofit agencies, organizations or institutions to provide programs of adult education and adult basic education to immigrant adults in need of such services. Such grants and contracts may be used for—

(1) programs of instruction of adult immigrants in basic reading, mathematics, development and enhancement of necessary skills, and promotion of literacy among adult immigrants for the purpose of enabling them to become productive members of American society;

(2) administrative costs of planning and operating such programs of instruction;

(3) educational support services which meet the need of adult immigrants including but not limited to guidance and counseling with regard to educational, career, and employment opportunities; and

(4) special projects designed to operate in conjunction with existing Federal and non-Federal programs and activities to develop occupational and related skills for individuals, particularly programs authorized under the Comprehensive Employment and Training Act of 1973 or under the Vocational Education Act of 1963.

(b)(1) Any applicant for a grant or contract under this section shall first submit its application to the State educational agency.

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COMMENTS

The State educational agency shall expeditiously review and make recommendations to the Commissioner regarding the quality of each such application, consistent with the purposes of section 308(b) (12) and (13) of this title. A copy of the recommendations made by the State educational agency shall be simultaneously submitted to the applicant.

(2) Any applicant which has submitted an application in accordance with paragraph (1) of this subsection, which is dissatisfied with the actions of the appropriate State educational agency may petition the Commissioner to request further consideration by the Commissioner of such application.

(c) Applications for a grant or contract under this section shall be submitted at such time, in such manner, and contain such information as the Commissioner may reasonably require.

(d) Notwithstanding the provisions of sections 305 and 307(a), the Commissioner shall pay all the costs of applications approved by him under this section.

(e) Not less than 50 per centum of the funds appropriated under this section shall be used by the Commissioner to enter into contracts with private nonprofit agencies, organizations, and institutions.

(f) For the purposes of making grants and entering into contracts under this section, there is hereby authorized to be appropriated such sums as may be necessary for fiscal year 1979 and each of the four succeeding fiscal years.

Legislative History

P.L. 89-750, Nov. 3, 1966, Title III, 80 Stat. 1191;
P.L. 90-247, Jan. 2, 1968, Title V, 81 Stat. 815;
P.L. 90-576, Oct. 16, 1968, 81 Stat. 1095;
P.L. 91-230, April 13, 1970, Title III, 84 Stat. 159;
P.L. 91-600, Dec. 30, 1970, 84 Stat. 1869;
P.L. 92-318, June 23, 1972, 86 Stat. 342;
P.L. 93-29, May 3, 1973, 87 Stat. 59;
P.L. 93-380, Aug. 21, 1974, Title VI, Part A, 88 Stat. 570;
P.L. 94-405, Sept. 10, 1976, Title III;
P.L. 94-482, Oct. 12, 1976, Title III;
P.L. 95-112, Sept. 34, 1977, 91 Stat. 911; and
P.L. 95-561, Nov. 1, 1978, Title XIII, Part A.
P.L. 97-35, Aug. 13, 1981

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Senator STAFFORD. Thank you very much, Mr. Ventura.

Dr. Eyre, let me ask you these questions. 1.3 million non-English-speaking immigrants enter the U.S. annually. Could you describe briefly some of the programs developed by border States in particular to address the adult education challenge?

Dr. EYRE. Senator Stafford, I think that in light of the sponsorship and the referral agency contacts and locator services for immigrants that really the services are not solely or being provided by the so-called border States, although Florida has a super community outreach program with its centers in health and employment, social service and educational training programs, it appears to me that States even like Idaho, internal States, have placement programs, individual assessment for employment and educational need thrusts.

So, it is my impression over the last 19 years of the program that I have been involved in it, that those needs of the immigrants and the immigrant farm worker, even if you will, are being assessed and met by the State and local general partnership program of the act.

So it is functioning quite well. But I think it is a misconcept that the Floridas and North Dakotas and New Mexicos are the only ones that handle the immigrants. Because of our placement service now, the minute they hit the country, get the green card, they are out in the Nation in the Indianas and the Idahos as well as the border States.

But the program is doing a magnificent job in handling first the individual needs, the training and employment needs, the social service needs, and then education.

Senator STAFFORD. Thank you.

In your testimony you mentioned you would like to see the 20-percent cap on services for the institutionalized maintained. We have heard today that the Secretary believes that that should be eliminated. Would you care to comment?

Dr. EYRE. Thank you, Senator.

Public Law 94-142 takes educational services for handicapped individuals up to age 21 and people who are institutionalized up to that age. I often wonder what happens to someone with those deficiencies when they are 24 or whatever.

Well, they come into the adult education program. We would like to continue a focus on the emphasis for institutionalized persons because there is significant evidence out of even our programs in Texas where we have 17 State penal institutions all in adult education that adult basic education in those penal institutions has a marked impact on, what Dr. Walden said, cutting down on recidivism rates.

So, we would like to put 80 percent of the emphasis in the program on the least educated and the most in need, and yet continue to focus a spotlight of attention on those who are institutionalized, both correctional and physically and mentally institutionalized.

So, we would like to see that retained, and personally from my vantage point, I would also like to see that as a protective device so that all the money could not be diverted to institutionalized persons because of the pressure that that group may bring about, but t least focus the spotlight on 20- and 80-percent split.

Senator STAFFORD. Thank you, sir.

Mr. Ventura, the Adult Education Act is viewed as a successful State and Federal venture. As the national spokesperson for adult education organizations, what do you see as the most notable accomplishment under the act and what are your biggest remaining challenges?

Mr. VENTURA. Thank you, Senator.

The most notable accomplishments clearly is the fine work being done by the existing State programs. You commented earlier on the numbers of individuals that participate annually in these programs.

Our council is very cognizant of that, and we are also supportive of the President's and the Secretary's initiative on adult literacy. With respect to the act itself, we feel, as Dr. Wadlen said, that if it is not broken, do not fix it.

We think it is an excellent act. We have outlined a few changes that hopefully can improve the administration of that act.

Senator STAFFORD. For the committee, I want to express our appreciation to both of you for being here and helping us as we start on this job this morning.

Thank you very much.

Dr. EYRE. Thank you, Senator.

Mr. VENTURA. Thank you, Mr. Chairman.

Senator STAFFORD. The subcommittee will now stand adjourned.

[Whereupon, at 12 noon, the subcommittee adjourned subject to the call of the Chair.]

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